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ABSTRACT

Australia's Framing the Future (FTF) project was designed to develop a model of staff development to support implementation of the National Training Framework (NTF). A survey of FTF project managers found these long-term impacts: implementation of training packages and other aspects of NTF, new forms of collaboration between industry and training providers and of networking, and ongoing staff development in relation to NTF. FTF affected individuals, from sessional teaching staff to industry employers and trainers; impacts ranged from changing mindsets to providing with more confidence and skills to implement NTF. The FTF model was regularly transferred to other settings and replicated within organizations. FTF progressively became an agent of systemic change, involved with pedagogy, organizational learning, organizational change, and provider-industry relations. These four new ways of viewing impacts led to re-evaluation of impacts and appreciation of the sequence of program impacts on individuals and groups; upward spiral over time; hierarchy from lower to higher levels; and suitability of impacts in aligning with program's aims. FTF was very cost effective, with a "cascading effect." FTF management could increase its impact by further refining business management processes. (Appendixes include definitions, literature review, evaluation methodology, additional survey data, and 27 references.) (YLB)

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Framing the Future

Re-framing the Future:

A report on the long-term impacts of Framing the Future

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Executive Summary

Framing the Future is a major staff development initiative of the Australian National Training Authority (ANTA) which began in the first half of 1997 and will continue until at least the end of 2000. The Framing the Future program provided funding for around 340 projects from 1997-1999, involving around 13,000 participants. Over this three year period, the total budget for the 340 projects, including industry and participating organisations' contributions, was over $9m.

John Mitchell, from John Mitchell & Associates, Sydney, undertook this Long-term Impacts Study of Framing the Future from October 1999 to March 2000.

BRIEF

Anecdotal evidence and the work of Field (1998, 1999) and Falk (1999a, 1999b) suggests that Framing the Future has had impacts that go well beyond the individuals who have undertaken project work, or who have attended workshops. Initial outcomes identified by Field and Falk are set out in Appendix 1. However, to adequately assess the extent to which the impacts of Framing the Future justify its costs, and to gauge the overall worth of the initiative, it is important to develop a more detailed, and balanced, picture of its impacts, that goes beyond anecdotes.

This report assesses the long-term impacts of Framing the Future. The main period of interest is May 1997 to October 1999, although the report also indicates likely strategic impacts during the next few years. The report provides an analysis of the areas in which Framing the Future has had (or is likely to have) an impact, including impacts on vocational education and training (VET) staff development models and impacts on the National Training Framework (NTF).

The brief for this study anticipated that the impacts of Framing the Future would be evident at three levels:

- the level of individuals (eg individual managers; employees; TAFE teachers)
- the level of particular groups (eg teaching faculty; particular workplaces; specific institutes)
- the level of whole subsections of the VET system (eg follow on initiatives by particular industry associations; VET Institutes in a particular region; Australian National Training Authority (ANTA) perceptions of how to approach staff development; other associated ANTA initiatives such as LearnScope).

DEFINITIONS

While some evaluators may prefer to differentiate between outcomes and impacts, in this study the concept of 'long-term impacts' is used interchangeably with the concept of 'long-term outcomes'. Additionally, a distinction is made between outputs, immediate outcomes and long-term outcomes in the definitions discussed in Appendix 2. These definitions follow those provided by the Department of Finance, 1994, p19; in particular, that long-term outcomes or impacts are beyond the direct control of the project, are often delayed or occurring over the long-term, and may be intended or unintended, positive or negative. Such impacts are the focus of this study.

In many cases the organisations funded for a Framing the Future project are Registered Training Organisations (RTOs), but not always, hence the generic term 'organisation' is used throughout this report.

METHODOLOGIES

The specific quantitative and qualitative methodologies used in this study include literature reviews, surveys, interviews and case studies. It is appropriate to use this range of methodologies, due to the volume and variety of Framing the Future projects over the period 1997-99. A brief summary of the literature that informed the evaluation is set out in Appendix 3 and the methodology developed for the study is set out in Appendix 4. The names of personnel interviewed for the study are contained in Appendix 5. Data collected from the survey, and not used in the body of the report, is set out in Appendix 6 (qualitative data) and 7 (quantitative data).

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MAJOR FINDINGS

Some major findings from the study include the following points:

- the long-term impacts of Framing the Future projects regularly go beyond the individual developing new skills and knowledge, to improvements in both work performance and organisational effectiveness.
- Framing the Future projects often result in the development of new forms of collaborative networks between industry and RTOs and sometimes across whole industries and States and Territories.
- a number of vocational training providers who are undergoing organisational change to meet the vocational training needs of industry are using the Framing the Future model of staff development.
- the Framing the Future program has progressively become an agent of systemic change, for instance by affecting the way staff development is conducted across a State/Territory or a national industry.

Agent of organisational change

The NTF represents the culmination of an extensive reform process and is a significant step towards the establishment of the first nationally agreed system for vocational training in Australia. Framing the Future was designed to help meet the challenges of the NTF by developing a model of staff development that could accommodate the increasingly complex pedagogical, organisational and industry demands of the NTF. From its inception, Framing the Future has attempted to do more than just deliver staff development in support of the implementation of the NTF. Framing the Future has sought to transfer its model for staff development to participating organisations, to assist with the larger change management programs required to underpin the NTF. (Chapter 1)

Internal and external factors

Many long-term impacts of Framing the Future are identified in the responses to the survey form used for this evaluation. The three most common long-term impacts are:

- the implementation of Training Packages and other aspects of the NTF
- new forms of collaboration between industry and training providers and new types of networking
- ongoing staff development in relation to the NTF.

The survey responses illustrate that the Framing the Future national project management team — including the support system and information services it provides for project teams long after their project concludes — positively influence the long-term impacts of the program. However, there are many other internal organisational factors, such as the organisation's awareness of its need for knowledge about the NTF, that impinge significantly on the long-term impacts. These internal and external influences are complementary and together they optimise the benefits of the program.

Internal factors

1. The organisation's ongoing need for knowledge about the National Training Framework.
2. The organisation's appreciation of the industry benefits of the National Training Framework.
3. The activities of the staff development or human resource unit within the organisation.
4. The culture of the organisation.
5. The compatibility of the objectives of the organisation with the National Training Framework.
6. The quality of the project team's processes.
7. The leadership within the organisation.

External factors

1. The formal and informal networking that started during the Framing the Future project.
2. Ongoing contact with Framing the Future staff or publications or workshops or website.
3. Involvement in other ANTA seminars or activities.
4. Ongoing involvement in the Framing the Future adviser network.
5. Involvement with other national professional development projects, eg LearnScope.

Table 1

Internal and external factors of Framing the Future projects that affected long-term impacts on the organisation, in descending order of importance

A crucial achievement of the Framing the Future program is that the organisations involved with projects generally take full responsibility for developing skills and knowledge about the NTF, long after the funded project concludes. Proof of this organisational commitment includes the organisation's development of additional staff development activities, the consolidation of the organisation's networks with industry and the allocation of internal organisational resources to facilitate the implementation of the NTF. While the national project management team's continuing services assist these long-term impacts, the organisations' actions are of primary importance. (Chapter 2)

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Model of innovation decision making for individuals

Framing the Future has affected a wide range of individuals, from sessional teaching staff, to industry employers and RTO trainers. The impacts of Framing the Future on individuals have ranged from providing them with more confidence and skills to implement the NTF, to changing mindsets.

To appreciate the decisions that individuals and organisations need to make to adopt the NTF, it is useful to refer to Rogers' (1995) model of the stages in the innovation decision process. Rogers' theory suggests that individual participants normally move through a sequence as follows: acquiring knowledge about the NTF, being persuaded of its benefits, deciding to adopt the Framework, implementing changes in their workplace and confirming their adoption of the innovation. Framing the Future has modelled the process of introducing an innovation, supporting individuals as they move through a series of decisions about the NTF. (Chapter 3)

Replication, transferral and embedding of the model

The Framing the Future model of staff development has been successfully replicated for the staff development needs of a range of different groups within the one organisation or region. The model has also been transferred to contexts outside of the NTF domain.

A high achievement of the Framing the Future program is that the new ways of conducting business, as promoted by the program, have become routine in many organisations, such that these organisations no longer look on the NTF as an innovation. Rogers' (1995) theory about the innovation process in organisations needing to move through five stages before the innovation becomes a routine feature of the organisation's activities, is a useful schema for explaining the achievement of the Framing the Future program (Chapter 4)

Agent of systemic change

Framing the Future has not only achieved its expected subsection impacts such as 'developing partnerships with enterprises and developing collegiality', but is now taking on the higher level challenges of:

> cultural change, organisational change, pedagogical thinking. Now Framing the Future is about the new world order for TAFE and the management of cultural change has come to the fore. (Barry Peddle, Director, Illawarra Institute of Technology; and member of the Framing the Future Reference Group)

This study puts to rest the occasional and uninformed criticism of Framing the Future that it is simply an awareness raising activity. Since 1997, Framing the Future has progressively become an agent of systemic change, involved with complex issues such as pedagogy, organisational learning, organisational change and provider-industry relations. (Chapter 5)

Four lenses for viewing the impacts

The impacts of Framing the Future are many and varied and could easily be underestimated. Four new ways of viewing the impacts of Framing the Future lead to a re-evaluation of its impacts. Using these different lenses leads to an appreciation of the following: the sequence of impacts of the program on individuals and groups; the upward spiral of impacts, over a period of time; the hierarchy of impacts, from lower to higher levels; and the suitability of the impacts, in aligning with the program's aims. (Chapter 6)

Negative impacts

Framing the Future has not achieved a 100% success rate. Of the 340 projects funded from 1997-99, a small number experienced disappointments and frustrations. The negative impacts include, in some instances, an increase in the opposition to some aspects of the NTF; a protracted breakdown in relations between parties involved in the project; and the lack of any products or services as a result of undertaking a Framing the Future project.

These negative impacts are a reminder that the NTF is a complex policy framework for vocational training. The adoption and implementation of any major policy such as the NTF will always require systemic support, quality staff development and cooperation from a range of parties. (Chapter 7)

Cascading effect

The cost effectiveness of Framing the Future can be viewed from two points of view: from the point of view of the funding body ANTA, and from the point of view of the organisations participating in projects. Both groups generally consider the cost effectiveness of Framing the Future to range from high to very high. The Program became more cost effective over the three years, with the amount of funding for individual projects reduced from $20,000 in 1997 to $14,000 in 1998 to $10,000 in 1999.

A theme emerging from this study is that a Framing the Future project regularly has a 'cascading effect' on other aspects of the organisation, for instance, in leading to the extension of provider-industry networks first formed during the project. This cascading effect reinforces a major finding of the study: that the immediate benefits of a Framing the Future project are normally followed by substantial, long-term impacts, hence increasing its cost effectiveness. (Chapter 8)

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Strategic repositioning

While this report recognises the positive contribution of Framing the Future to the implementation of the NTF, the research also identifies why and how the program could make an even larger contribution to the national agenda. The demands on the Framing the Future program are increasing as the NTF is progressively implemented and as the VET environment becomes more complex. In this new environment, Framing the Future's impact may be increased if the national project team is strategically repositioned, to focus on new priority areas, while also continuing to perform its previous functions.

This report identifies a new set of challenges that may require the development of some different leadership styles by Framing the Future. To meet this new set of challenges, the national project management team for Framing the Future might modify its leadership style — to be more focused on systemic change — by adopting a more directive, interventionist, leadership role, in some contexts. The national project management team can also maintain its responsive 'coach' style of leadership, to enable it to keep doing what it has done in the past, such as providing the national project management for numerous RTO based projects. Using these two leadership styles will require the use of sophisticated skills by the national project management team.

The impact of the program will also be increased if organisations that have received funding for Framing the Future projects are encouraged to 'institutionalise' the model of staff development developed by Framing the Future. Cummings & Worley (1997) suggest the use of five indicators to determine the extent of an intervention's persistence, or 'institutionalisation'.

The national project management team for Framing the Future could increase its impact by further refining its business management processes, particularly in the areas of e-commerce, knowledge management and customer relationship management. (Chapter 9)

Title of study

The title for this study — Re-framing the Future — springs, firstly, from the opportunities identified in the research for this study, for the program to re-engineer itself and to achieve more. The title is also an encouragement for organisations participating in the program to adopt a new view of the future, building on the confidence and example provided by many previous Framing the Future projects.

What was Framing the Future's initial aim, challenge and model?

The long-term impacts of Framing the Future need to be viewed in relation to its original aim and to the VET context it operated in over the period 1997-1999. Hence, this chapter provides brief details about Framing the Future's original challenges, the project management processes it used and the model of staff development it developed over the three year period.

SUMMARY

The Framing the Future program was launched in 1997, to provide staff development to support the progressive implementation of the NTF. Various components of the NTF became available during 1997-99, including policy agreements and Training Packages, progressively increasing the challenges for the Framing the Future program.

It is important to note that the NTF represents the culmination of an extensive reform process and is a significant step towards the establishment of the first nationally agreed system for vocational training in Australia. Framing the Future was designed to help meet these challenges by developing a model of staff development that could accommodate the increasingly complex pedagogical, organisational and industry demands of the NTF.

From its inception, Framing the Future has attempted to do more than just deliver staff development in support of the implementation of the NTF. Framing the Future has sought to transfer its model for staff development to participating organisations, to assist with the larger change management programs required to underpin the NTF. The involvement of Framing the Future in change management is a theme discussed in full, in later chapters of this report, particularly in Chapter 9.

PROGRAM AIM AND ORIGINAL CHALLENGES

The aim of the Framing the Future program is to provide staff development and skills acquisition for VET sector staff who are involved in implementing the NTF, including Training Packages, the Australian Recognition Framework, user choice and New Apprenticeships.

In March 1997, a partnership of the Para Institute of TAFE and the Canberra Institute of Technology was awarded the tender to project manage what was later called the Framing the Future program. Their submission noted that, with the advent of the NTF, significant changes were occurring in the Vocational Education and Training sector:

> The National Training Framework Committee has the responsibility of developing the implementation procedures which will support the policy adopted by Ministers of Vocational Education and Training. These policy initiatives (regarding the NTF) will *have a profound impact on the way training is delivered throughout the VET sector* and in particular the conduct of new apprenticeships. (italics added)

The partners undertook to assist both the advisers and workbased learning groups, using print and online resources.

The partners also noted that this staff development project is being implemented 'during a time of emerging policy development with regard to the changing national training arrangements'. The team also noted that the learning from the staff development activities might affect policy:

> There is the potential for project participants to identify gaps in policy and processes as they acquire knowledge and develop critical questioning skills. This activity could lead to a situation *where the staff development program is able to provide input into the policy development process.*

It is clear that, right from the start, the Framing the Future personnel were aware that participants in the program could challenge and improve organisations' policies and processes. Framing the Future could enable large numbers of VET practitioners to contribute to policy development and organisational change. Later chapters of this report indicate that this prediction was accurate.

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The project team recognised that not all the details of the NTF were available in March 1997 and offered to develop structures 'to ensure that feedback links are made between the policy makers and the work being undertaken by the advisers and workbased learning groups in this project'. At this early stage of the program, the consortium partners were anticipating some wider impacts of Framing the Future beyond the individual participants' acquisition of knowledge and skills for the implementation of the NTF.

INITIAL INPUTS AND PROCESSES

The arrangement between Para Institute and Canberra Institute altered, such that the subsequently named Regency Institute of TAFE in Adelaide, South Australia, took full responsibility for the program from the beginning of 1998.

From 1997-99, Framing the Future provided limited, matched funding for around 340 staff development projects, involving approximately 13,000 participants. In providing the funding, Framing the Future encouraged VET practitioners to take responsibility for their own learning, and to actively participate in their own staff development. This emphasis on practitioners taking responsibility for their own learning led Framing the Future to develop a model of staff development with a number of central features:

- the requirements for participating organisations are to match the ANTA contribution, to demonstrate their commitment and shared responsibility
- ANTA funding levels are as low as $10,000 per team and are deliberately not extravagant, in order to ensure that projects have realistic and achievable goals
- each project team is expected to use workbased learning methodology, including a facilitator, who is considered a key factor in any workbased learning group, to ensure that participants develop the ability to learn about the NTF in ways to suit their individual learning styles.

Evaluations by Field (1998, 1999) suggest that this straightforward funding model was very successful in assisting practitioners to take responsibility for their own learning (See Appendix 1).

The processes used by the Framing the Future national management project team to support the workbased learning groups fall into two categories:

- production and dissemination of a comprehensive suite of resources and publications
- provision of a range of communication channels, including an expansive website and a variety of forms of personal contact, such as phone and email, meetings, showcase sessions and seminars.

Field (1998, 1999) notes that the national management team performed the above processes to a high quality level. Mitchell (1999) shows that the team's use of advanced e-commerce strategies enhanced the impact of the program.

IMMEDIATE OUTPUTS AND OUTCOMES

Immediate outputs and outcomes of Framing the Future projects are documented by evaluators Field (1998, 1999) and Falk (1999a, 1999b) and are summarised in Appendix 1. As the current study is focused solely on long-term impacts, it goes beyond the briefs of Field and Falk, particularly by using a range of schema to analyse the impacts of the program and by suggesting how Framing the Future can increase its strategic value.

PREVIOUS MODELS OF STAFF DEVELOPMENT

As discussed earlier in this chapter, it was an explicit goal of the national project management team that their model of staff development be transferred to participating organisations. The team was also aware that the model might become an ongoing method for change management within participating organisations. Hence, a discussion is required of Framing the Future's initial and evolving model for staff development, as part of this study of its long-term impacts.

The original brief for Framing the Future designated workbased learning as the model for staff development in the project, building on the considerable experience of workbased learning derived from earlier national projects, such as 'CBT in Action'. The Framing the Future project team noted in their submission that:

> ANTA through the National Staff Development Committee has supported the implementation of a range of Workbased Learning strategies over the past years. Large numbers of National VET practitioners have participated in Action Learning programs, Management Enhancement Team Approach (META) programs, First Line Management Initiative, Workbased Learning activities in Language and Literacy and Workplace Training.

The project team consciously drew on these earlier models of staff development:

> This major ANTA staff development project for 1997 has the capacity to bring together and build on the work of these programs to bring about widespread awareness and skill development throughout the National VET sector relating to the changing National training arrangements.

The project team then set out the range of methodologies that would be used, under the umbrella of workbased learning:

> Workbased Learning (WBL) projects will focus on specific issues relating to the NTF and the new training arrangements. Participants will be able to identify their learning needs and work on a real issue within their workplace. *This project will take advantage of a number of methodologies including action learning, mentoring, project focused learning, work shadowing, coaching, secondments, work group learning.* (italics added)

The project team also argued that the key stakeholders would need to be involved with the workbased learning groups:

> For this project to achieve successful outcomes, *the key stakeholders* including private and public VET training organisations, Industry Training Advisory Bodies (ITABs), industry, industry peak bodies and State and Territory Training Authorities will need to be involved, consulted and encouraged to participate in the WBL projects. (italics added)

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As noted earlier, the national project management team was aware that the involvement of stakeholders, and the use of the highly reflective and questioning methodology of workbased learning, could create the conditions where staff development led to organisational change and other impacts. Carter & Gribble (1991) advocated this desirable link between workbased learning and organisations previously:

> In the WBL model, the link between individual and enterprise, between work and learning, is made by way of individual development plans, which in turn need to be linked with the organisational business plan (p19).

EMERGING MODEL OF STAFF DEVELOPMENT

The original tender brief designated workbased learning as the core methodology for Framing the Future. It also required the establishment of an adviser network, to be sustained through the project. Field (1998, 1999) and Falk (1999a, 1999b) have described the development and improvement of Framing the Future's model for staff development, particularly its use of the adviser network, publications, the website and support for the workbased learning teams. While the national project management team was successful in improving its use of most of these strategies, a few strategies were not so successful and were modified or phased out, such as the adviser network.

In 1998, the Framing the Future management team published its own description of the model: *An Approach to Staff Development*, where it explained that

> Framing the Future is designed to promote a sustainable structure for staff development which can be implemented throughout the VET sector. Providing relevant, timely, workbased staff development, the structure embraces national training directions and policies whilst meeting State, Territory and local needs. The process of learning is transferable and useful in a range of contexts. (p2)

The description highlights a number of key themes that were flagged in the discussion above, such as the intention to transfer to participants' organisations the model of staff development and the potential impact of the program on policy and its impact at State, Territory and local levels.

The 1998 publication then outlined the three major characteristics of the staff development model:

> It is flexible. People choose the level and scope of staff development they need. There are few constraints on how, when and where they learn.
>
> It is empowering. It moves beyond simply gathering facts about the new system, to the development and application of skills and knowledge as it affects them.
>
> It has the potential to be self sustaining. It assists in the development of a workbased learning culture. (p2)

Framing the Future later developed a matrix of activities to describe its staff development opportunities, as set out below.

Framing the Future: Staff development Matrix

Workbased Learning Projects	WWW	
Publications		Information Updates
Meetings/Workshops	Facilitator Support	
Showcases		Visits
Promotion and Marketing	Conference Papers and Exhibits	

Support available at all times by: Email, Phone and Fax

Table 1.1

Framing the Future's Staff Development Matrix

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One of the issues that will be discussed during this report will be whether the above model of staff development became embedded in any of the organisations that have received funding for Framing the Future. There will also be an examination of whether the Framing the Future's model affected any other national staff development programs, such as LearnScope. Additionally, the report will examine whether the above discussion adequately summarises the model of staff development developed by Framing the Future and whether a new description is required.

CONCLUDING COMMENT

This chapter outlines the initial aims, challenges and strategies of the Framing the Future program. The discussion shows that the environment for Framing the Future became more complex from 1997-99, as increasing numbers of Training Packages became available. The discussion also shows that the staff development provided by Framing the Future was purposefully designed, from the start of the program, to affect not just individuals, but also groups, organisations and sections of the VET system. Subsequent chapters will indicate to what extent the program successfully impacted at these different levels.

What long-term impacts of Framing the Future are revealed by the 1999 survey?

This chapter provides a summary of the results of a survey of project managers of 1997-98 Framing the Future projects. Detailed results are also referred to in the three subsequent chapters and in Appendices 6 and 7.

SUMMARY

Responses to Section A of the survey form showed conclusively that there were many long-term impacts of Framing the Future, of two major types:

- impacts related specifically to the achievement of the aim of Framing the Future: to provide staff development and skills acquisition for people in the VET sector who are involved in implementing the NTF
- impacts that were unexpected or welcome bonuses, over and above the provision of staff development and the opportunity to develop skills.

The responses to Section B illustrate that while the Framing the Future program, including its ongoing support system, is a significant influence over the long-term impacts of the program, there are many other internal factors, such as the organisation's leadership, that also impinge on the long-term impacts.

Section C of the survey invited written answers to ten questions. The summary of responses shows that the most common long-term impacts of Framing the Future were:

- implementation of Training Packages and other aspects of the NTF
- new forms of collaboration between industry and training providers and new types of networking
- ongoing staff development.

These findings demonstrate that Framing the Future has achieved its original aim.

INTRODUCTION

As one of the means for identifying the long-term impacts of the program, an extensive survey form was developed. The survey form was only distributed to managers of projects conducted in the period 1997-98, and not in 1999, as this study is concerned with long-term impacts. A total of 51 different project managers of Framing the Future projects responded to the survey, from a total of 108 project managers involved in the Program in 1997-98 — a response rate of 47%. The 51 project managers in many cases managed more than one of the projects undertaken in those first two years of Framing the Future, so around 60% of the projects in 1997-98 are represented in the survey responses: a very satisfactory return rate.

While 51 project managers returned forms, one survey return was received too late for the data to be included in this study. Not all questions were answered by every respondent.

The survey form addressed many key issues involved in this project, such as:

- *What are the different types of long-term impacts of Framing the Future?* The respondents provide overwhelming evidence of ten long-term impacts, as set out in Table 2.1 on the next page.
- *To what extent did different factors, internal and external to the participating organisations, affect the long-term impacts of Framing the Future?* The respondents rated twelve factors, and the responses indicate that the long-term impacts of Framing the Future are due to a combination of internal and external factors. The Framing the Future program is an external factor. See Table 2.2 on page 23.

SECTION A OF THE SURVEY FORM: TYPES OF IMPACTS

The survey form comprised three sets of questions. The first set of questions related to the types of outcomes identified by the project managers, including unanticipated outcomes. The respondents were asked to choose True or False to each of the ten questions listed below.

Types of long-term impacts of Framing the Future	**% True**	**% False**
1. The outcomes included the ongoing use, in the workplace, of the skills acquired in the Framing the Future project.	100	0
2. Some outcomes were unanticipated.	88	12
3. The outcomes were worth our efforts.	98	2
4. The outcomes were compatible with our organisation's values and goals.	98	2
5. The outcomes include an increased understanding of the National Training Framework.	96	4
6. The outcomes have resulted in the improved use of Training Packages in our organisation.	81	19
7. The gains achieved during our Framing the Future project have been sustained.	91	9
8. The outcomes of our Framing the Future project affected our organisation's strategic planning.	48	52
9. The outcomes improved our organisation's collaboration with industry.	82	18
10. The outcomes positively affected other staff development activities within our organisation.	87	13

Table 2.1

Response rates to questions about the types of long-term impacts of Framing the Future

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The survey results are uniform and positive, with one apparent exception — question eight — which will be discussed below. The responses to question eight do not represent a negative result for Framing the Future, for reasons discussed below. These consistently positive results are gratifying for the Framing the Future program. The survey results also confirm that there were long-term impacts and that they are often delayed or occurring over the long-term, and may be intended or unintended, positive or negative.

Five of the impacts identified in the responses related specifically to the aim of Framing the Future: to provide staff development and skills acquisition for people in the VET sector who are involved in implementing the NTF, viz:

- the ongoing use, in the workplace, of the skills acquired in the Framing the Future project (100%)
- the improved use of Training Packages in our organisation (81%)
- an increased understanding of the NTF (96%)
- an improvement in the organisation's collaboration with industry (82%)
- a sustaining of the gains achieved during the Framing the Future project (91%).

Two of the responses indicated that more was gained from the program than expected:

- outcomes were worth the efforts (98%)
- the outcomes positively affected other staff development activities within the organisation (87%).

The responses also indicated that the outcomes of the Framing the Future project were compatible with the organisation's values and goals (98%) and that some outcomes were unanticipated (88%).

The only question of the set of ten that did not receive an overwhelmingly positive result was 'The outcomes of our Framing the Future project affected our organisation's strategic planning'. It is not a formal aim of the Framing the Future program to affect the strategic planning of the funded organisations. The fact that a Framing the Future project did affect the strategic planning of 48% of the organisations is a significant result. It is not possible to deduce from this survey question the reasons why Framing the Future did not affect the strategic plans of 52% of the organisations.

However, interviews with a range of stakeholders suggested that organisational strategic planning was not influenced, for a number of reasons:

- in many organisations, strategic planning to accommodate the NTF was already in place, before the individual project commenced
- in a number of instances, the respondent to the survey form represented an organisation, for whom it was not relevant to change the strategic plan to suit the NTF
- some interviewees felt that more time was needed to elapse from the end of the 1998 projects in particular, for the impacts of Framing the Future to filter through to their senior management group who undertook strategic planning.

On the other hand, to impact on the organisation's strategic plan is a new aim that Framing the Future could aspire to achieve in the future, but it would require a change of strategies by the program. In 2000, projects must clearly demonstrate that they are part of an organisation's strategic plan or staff development plan. However, it is another matter to ask the project to impact on the organisation's strategic plan. This topic will be discussed in more depth in Chapter 9.

SECTION B OF THE SURVEY FORM: FACTORS INFLUENCING THE IMPACTS

Section B of the survey form asked respondents to provide a ranking from 1-7 for twelve different factors that may have influenced the impacts of Framing the Future. The use of the seven point Likert Scale also enabled the measurement of the influence of each of the twelve factors.

The twelve factors were chosen as a sample of internal and external influences on the organisations funded to conduct Framing the Future projects. Seven of the factors were internal to the organisation:

- The quality of the processes we used in our Framing the Future project.
- Our organisation's ongoing need for knowledge about the National Training Framework.
- The compatibility of the objectives of our organisation with the National Training Framework.
- The culture of our organisation.
- The activities of the staff development or human resource unit within our organisation.
- The leadership within our organisation.
- Our organisation's appreciation of the industry benefits of the National Training Framework.

The other five factors involved influences that were external to the organisation:

- Our ongoing contact with Framing the Future staff or publications or workshops or website.
- Our ongoing involvement in the Framing the Future adviser network.
- Our involvement with other national professional development projects, eg LearnScope.
- Our involvement in other ANTA seminars or activities.
- The formal and informal networking that started during our Framing the Future project.

The list of twelve factors acknowledges that a number of factors, besides the Framing the Future program and its national management team, may influence the long-term impact of a Framing the Future project on a participating organisation.

Responses to Section B showed that the respondents rated differently each of the twelve nominated factors that influenced the long-term impacts of Framing the Future. The twelve factors were from two categories: factors internal to or external from the participating organisations. The responses to Section B illustrate that while the Framing the Future program and its ongoing support system is a significant influence over the long-term impacts, there are many internal factors, such as the organisation's leadership, that also impinge on the long-term impacts.

The following table clearly distinguishes between the internal and external features. Using the numbers of positive responses to each question, the two sets of factors are also ranked in the table, from the highest to the lowest factors influencing the long-term impacts.

The following table shows that there are many different internal and external factors that affect the long-term impact of Framing the Future and that some factors are more important than others.

Internal factors	External factors
1. The organisation's ongoing need for knowledge about the National Training Framework.	1. The formal and informal networking that started during the Framing the Future project.
2. The organisation's appreciation of the industry benefits of the National Training Framework.	2. Ongoing contact with Framing the Future staff or publications or workshops or website.
3. The activities of the staff development or human resource unit within the organisation.	3. Involvement in other ANTA seminars or activities.
4. The culture of the organisation.	4. Ongoing involvement in the Framing the Future adviser network.
5. The compatibility of the objectives of the organisation with the National Training Framework.	5. Involvement with other national professional development projects, eg LearnScope.
6. The quality of the project team's processes	
7. The leadership within the organisation.	

Table 2.2

Internal and external factors of Framing the Future projects that affected long-term impacts on the organisation, in descending order of importance

SECTION C OF THE SURVEY FORM: WRITTEN RESPONSES TO TEN OPEN ENDED QUESTIONS

This section contains a summary and analysis of the written responses of the 51 different project managers of Framing the Future projects in 1997-98, in response to 10 open ended questions. Detailed responses are provided throughout the report, particularly in Chapters 3-6 and Appendix 7.

A number of these questions deliberately overlapped with the questions discussed in the previous sections of the survey form, in order to confirm the validity of the responses. Open ended questions were used as they can elicit a range of subtleties that may not be identified in answers to empirical questions.

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Questions	Categories of Responses
1. To what extent are the skills acquired by team members during the Framing the Future project, being used in the workplace now?	The Training Packages and other aspects of the NTF are now being implemented. The skills are being used in the workplace. New forms of collaboration between industry and RTOs are being formed. The needs of specific groups are being addressed. Workbased learning is being used.
2. What outcomes of the Framing the Future project emerged more than six months after completing the project, for any specific groups within your organisation?	Positive attitudes to and skills in the implementation of Training Packages and in New Apprenticeships, non endorsed materials and AQF developed. Ongoing staff development was stimulated. Collaboration occurred and new networks were formed.
3. What outcomes of the Framing the Future project emerged more than six months after completing the project, for your whole organisation?	Training Packages and other aspects of the NTF were implemented. Positive attitudes developed to staff development. The collaborative approach became valued.
4. What expected outcomes did not eventuate?	Some aspects the NTF were not implemented, in some cases. In some cases, enthusiasm, understanding and communication were lacking. Some product development did not occur. Some industry-RTO partnerships did not eventuate. Ongoing staff development did not occur in some instances. Some participants did not gain RTO status.

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Questions	Categories of Reponses
5. What unanticipated outcomes eventuated?	Positive: An understanding of Training Package implementation. Positive: Collaboration, networking and staff development eventuated. Negative: There were some disappointments, difficulties and resistance.
6. What negative outcomes emerged?	There was some resistance, confusion and low level commitment. There were disappointments and the formation of factions.
7. What was the most important impact of Framing the Future on your organisation?	The project assisted the implementation of Training Packages. The project assisted decision making, networking and collaboration. The project stimulated staff development.
8. What factors most assisted your organisation in achieving the outcomes?	The staff development and the funding model assisted the organisation. Participants' and the organisations' goodwill, commitment, skill and effort.
9. How cost effective was your Framing the Future project, given the long-term results?	Responses analysed in Chapter 6.
10. Any other comments?	More funding was desired. It was a positive professional experience

Table 2.3

Summaries of survey respondents' written answers to ten open ended questions

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The previous responses show that the most common long-term impacts of Framing the Future were:

- Implementation of Training Packages and other aspects of the NTF
- New forms of collaboration between industry and training providers and new types of networking
- Ongoing staff development.

These findings demonstrate that Framing the Future has achieved its original aim. To find whether Framing the Future's impacts extended to more subtle levels, such as organisational change and systemic change, interviews were required. The results of interviews are provided in later chapters.

CONCLUDING COMMENT

The findings reported in this chapter highlight a crucial achievement of the Framing the Future program: that the organisations involved in projects generally take full responsibility for developing skills and knowledge about the NTF, long after the funded project concludes. Proof of this organisational commitment includes the organisation's development of additional staff development activities, the consolidation of the organisation's networks with industry and the allocation of internal organisational resources to facilitate the implementation of the NTF. While the national project management team's continuing services assist these long-term impacts, the organisations' actions are of primary importance.

What are the long-term impacts of Framing the Future on individuals?

This chapter summarises the individual-level impacts of Framing the Future. Individuals affected by the Framing the Future staff development program include teachers, students, facilitators, managers, other VET provider staff, industry employees, industry employers and industry training association staff. The following discussion takes into account the relevant data from the survey returns and also includes reports of case studies and interviews.

SUMMARY

Framing the Future has affected a wide range of individuals, from sessional teaching staff, to industry employers and RTO trainers. The impacts of Framing the Future on individuals have ranged from changing mindsets, to providing them with more confidence and skills to implement the NTF. Framing the Future has modelled the process of introducing an innovation, enabling individuals to move through a series of decisions about the innovation, before committing to the adoption of the NTF.

RANGE OF IMPACTS ON INDIVIDUALS

Respondents to the survey form noted that skills learnt in 1997-98 were being used extensively by individuals to:

- implement Training Packages
- address other aspects of the NTF
- deliver training in the workplace
- collaborate with TAFE, private RTOs and industry.

One survey respondent noted that the impacts were felt by both industry personnel and RTO personnel:

> ALMITAB was the lead organisation on promotion of the project to provide guidance and focus for the industry to work in conjunction with Registered Training Organisations (RTOs). Members of the project team, particularly those from industry, developed more effective communication and meeting skills that continue to be used in both the industry/RTO network and other contexts. Industry members also became better informed in regards to training and the administration involved, as did members from RTOs in regards to industry. The increased knowledge of industry and training assists all team members in future activities regarding competency based training.

Besides commenting on the extent of skill application, the survey respondents identified the ways in which the skills were being applied by staff, as set out in the following table.

Ways the skills are being applied now	Comments by survey respondents
Implementation of Training Packages and other features of the National Training Framework	The biggest influence has been in the implementation of Training Packages in Traineeships. There is much more awareness of sources of information and, I would say, a recognition of the need to be meticulous in researching. The networking has made it easier for people to actually keep in touch without feeling as if they are being asked silly questions.
	Staff have developed a higher level of understanding about the National Training Agenda. They are also implementing the 'learning in the workplace philosophy' in all aspects of their work.
	Extensively - Training Packages - workbased learning methodology - collaboration with industry.
	To a significant level. The new Student Records system is strongly assisted as a result of the 1998 project. Also there has been significant subsequent concentration on assessment, qualifications and systems.
	Much greater understanding of the National Training Framework... increased number of colleagues who achieved Certificate IV in Workplace (Cat II) qualifications.
Using skills in workplaces	We developed guidelines and checklists for discussing the trainee's training plan with the employer. These guidelines are being used around the State in an effort to get consistency and uniformity of operations and procedures around the State.
	The knowledge and skills related to the Training Packages and their implementation are being widely employed in the workplace.
	100% in areas directly related to ongoing aspects of the project work (ie delivering workplace assessment to industry.)
	Training and Assessment being performed on the job.
	They are being used extensively. The project addressed a real workplace need, and it assisted the participating organisation put in place systems that were urgently needed.
	Ongoing development of on the job training delivery has shifted most training practices.
	Greater skills and understanding of workbased learning. More skills to implement Training Packages. Flexibility changes to the role of the TAFE teacher.
	(a) VET Workplace: Very much. A great deal is being practised in the teaching of VET programs. (b) Industry Workplace: - Very much.

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Ways the skills are being applied now	Comments by survey respondents
Collaboration	The team members involved are constantly using the skills gained when dealing with industry.
	The project provided an opportunity to establish links to key people in private RTO's, which have become part of our broader network in the Professional Development Network.
	It has helped to a large degree, those industry personnel to become more aware of the VET system.
	Consultation techniques involving all stakeholders. Obtaining senior backing for project initiatives. Obtaining written commitment of split of responsibilities amongst project stakeholders.
	Collaborative team approach continuing to be used to develop non endorsed components of Training Package and to maintain continuous improvement.
	The project has influenced the way decisions are reached.
Responding to needs of specific groups	Greater awareness of the needs of students from non English speaking backgrounds.
	... increased understanding of the importance of Language, Literacy and Numeracy (LLN) in Training Packages
Using workbased learning	January 2000 will see a major use of our newly acquired skills in Action Learning.

Table 3.1

Ways the skills learnt in 1997-98 Framing the Future projects are being applied in late 1999, by individuals

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IMPACTS ON FACILITATORS AND MANAGERS

Framing the Future has impacted on many individuals who have learnt the skills of facilitation and have then transferred those skills to other settings. Judy Gallagher from Brisbane Institute of TAFE, provided this personal account of how Framing the Future helped her in her staff development role:

> Framing the Future has a wonderful network. I went three times to the Forums, even when we didn't have a project. They open your eyes to other Institutes and private providers and Government. We needed to get out into industry. Framing the Future forced us to speak to the ITABs.
>
> Framing the Future gave me legitimacy. It made me more willing to get out among the teachers. I had this fabulous thing called Framing the Future to talk about.

In the following excerpt from a teleconference, one Framing the Future facilitator reflects on what she has learnt about the role.

Excerpt from a teleconference for Framing the Future facilitators, 16 September 1999

> I am a lot more comfortable with the role of facilitator . I assumed it would be something like what I normally do in my day to day work which I've always called facilitating process which was basically ensuring that there is an outcome and being focused on the outcome rather than the learning process.
>
> As a facilitator it is so much clearer now that I understand the facilitator really focused on the learning that is taking place and that the learning set have the tasks to do. Does that make sense? Well I have a lot of difficulty with that. I explained it to the group that I actually had been conducting the project completely fraudulently, that they were supposed to be doing all the work... About three people in the group said that they would be quite happy to take on specific tasks beyond what we had discussed previously. So I think bringing it up and just acknowledging that it was my ignorance of the role of the facilitator (meant) that they didn't mind taking on some of that responsibility of learning set, (which is) what they should have been doing in the first place.

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IMPACTS ON SESSIONAL TEACHERS

At the Spotlight on the Provider conference in Sydney in December 1999, Dorothy McManus from Northern Melbourne Institute of TAFE (NMIT) addressed the issue of the professional development needs of sessional staff. In the following excerpt from her paper, she describes the impacts of a Framing the Future project involving sessional staff.

Extract from paper delivered at Spotlight on the Provider, December 1999, by Dorothy McManus, NMIT

Research undertaken by Northern Melbourne Institute of TAFE and the Australian Bureau of Statistics for the Victorian Office of Training and Further Education in 1996 found that 36% of TAFE teachers had ongoing employment, 29% were on contracts and 35% were casually or sessionally employed.

While staff training and development is increasingly seen as a shared responsibility between the employer and the individual, our research suggests that few TAFE enterprises are coming halfway to meet the training needs of their growing band of sessional teachers. This is of particular concern given the changes to delivery and assessment arrangements embedded in Training Packages and has real implications for the quality of TAFE teaching and the implementation of the national training framework.

In March 1999, NMIT received Framing the Future funding to establish three workbased learning sets to examine Training Packages and develop strategies to ensure their successful implementation. This was the second time NMIT had received such funding but the first time we had made a conscious decision to target sessional teachers for staff development. Our budget had been submitted on the understanding that a small portion of the Framing the Future funding could be used to pay half the salary costs of participating sessional teachers.

The Administration Training Package had been implemented at NMIT the previous year and the head of department was concerned that the large number of sessional teachers within the department had not been involved in any formal staff development activities to assist delivery and assessment under the new system. Ten sessional teachers from the Office Administration Department of NMIT were invited to take part in a workbased learning project based on mentoring. Its intention was to develop their

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understanding of Training Packages through the development of delivery and assessment strategies for particular competencies from the Administration Training Package. In this they would be assisted by a mentor, a senior teacher from the Office Administration Department.

While nine sessional teachers began the project only six completed it. Those who dropped out did so reluctantly and those who completed it were unanimous about its benefits – its positive impact on teaching practice, the opportunity to work with colleagues and the opportunity to showcase their enthusiasm and ability.

The staff development of sessional teachers is critical to the future of the national training system. Effort must be made at every level to redress the current imbalance.

IMPACTS ON STAFF AND USERS

Geoff McNeill from Great Southern Regional College in Western Australia presented a paper for the Spotlight on the Provider conference, on the value of consulting with all stakeholders. Framing the Future funding was used for a project involving staff and the Aboriginal community in a remote area of Australia.

Extract from paper delivered at Spotlight on the Provider, December 1999, by Geoff McNeill from Great Southern Regional College, WA

The project was designed to develop culturally appropriate materials to inform the local Aboriginal community about the new Tourism training package, and in particular, the Aboriginal and Torres Island Cultural Guiding Courses within the package. The project was also to develop appropriate training delivery strategies to meet the needs of the target group. These developments were to assist in the smooth implementation of the training package in 2000.

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Benefits:

- The building of a new team within the College has enabled the sharing of knowledge and resources throughout our region.
- The involvement of the local Aboriginal communities and their input into the design of the brochure has allowed valuable interaction with the College staff. One of the most important lessons has been the need for consensus in the community before decisions are made. At the same time the communities have gained valuable knowledge of the new training package and the ways it can be used to assist them in the development of new enterprises.
- Staff directly involved with the new training package have been able to spend time exploring the new package and also have feedback before its implementation as to its content and suitability to the local community. This is particularly important to the staff that will be involved in the delivery of the new Aboriginal and Torres Strait Islander Cultural Guiding program. This will lead to a better product in 2000.
- We have all seen how important it is to have an external facilitator to help with the process and keep us in check by making sure we follow the processes agreed to at the start of the project.

The experience gained by both groups will help make the implementation of the new training package far smoother and more meaningful to the whole community.

IMPACTS ON VET STUDENTS

Elizabeth Dau and Denise Janek from Regency Institute of TAFE in South Australia prepared a paper for Spotlight on the Provider, reflecting on the cultural shift required by the NTF. They describe how a Framing the Future project facilitated the use of a model of on site delivery that was very effective for staff members from an Aboriginal child care service.

Extract from paper delivered at Spotlight on the Provider, December 1999, by Elizabeth Dau, Regency Institute of TAFE

Reflecting on a Framing the Future project I facilitated in 1998 and the project that I have managed this year I thought about the huge cultural shift that has been asked of those of us who work in the training arena over the past two years. The cultural shift being asked of us was quite a leap. Some people are still 'hiding their heads in the sand', some still kicking and screaming against the changes and some have run with the changes - many with enthusiasm.

I have reflected often on why the on site model has been so successful for Aboriginal students. I have thought about how different cultural groups view learning. I believe that Regency TAFE has included much of the Aboriginal way of learning in the models of delivery. The Aboriginal approach to learning is: collegial; supportive, not competitive; for the benefit of the 'family', the community; about learning by doing.

When the Kaurna Plains (Aboriginal child care service) staff members were asked how the on site model of training delivery had impacted on their centre they responded:

- The staff are more confident in their own abilities
- Self esteem building
- Growth and wanting to know more
- We are like sponges, we are thirsting for knowledge
- A lot of verbal communication between all staff members in relation to theories
- There is a lot of bouncing of ideas and theories off each other which is providing a very strong, supportive network amongst us.

In order to successfully train to the competencies we also need to have our feet firmly planted in the reality of daily workplace needs. This does not mean we must take the education out of training - it certainly isn't at Kaurna Plains when they say the impact is 'growth and wanting to know more'. Neither does it mean we have to compromise on quality. What it does mean is a shift from the old model, the curriculum model where TAFE had the power and where we, the training organisations said, 'we know what industry needs. We will give you what you need. We know best' to a much more collegial approach. The child care field, together with training providers can ensure that education and training continue to go hand in hand.

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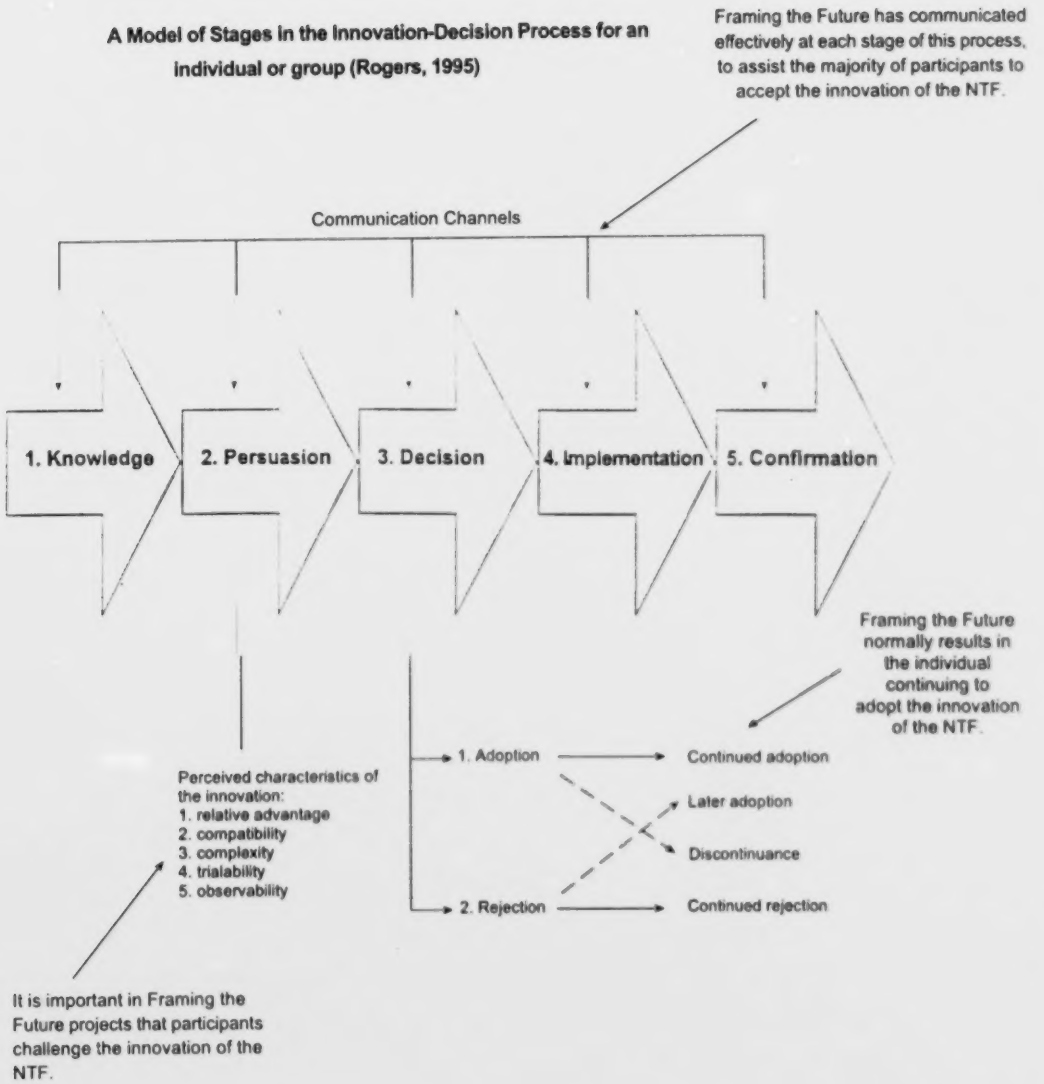
IMPACTS AT DIFFERENT STAGES

A number of the case studies cited in this chapter, including the earlier quote from a facilitator during a teleconference, capture the way individuals learn over a period of time. The research for this study has shown that many personnel involved with Framing the Future moved through a number of stages before reaching the point where they adopted the model of staff development promoted by the program, if they were a facilitator, or where they accepted the NTF tenets, if they were a teacher.

One of the achievements of Framing the Future has been to impact on individuals at each step of the way, as they move towards this point of adopting the innovation. Rogers (1995, p163) explains that the innovation decision process is the process through which an individual (or other decision making unit) passes from first knowledge of an innovation, to forming an attitude toward the innovation, to a decision to adopt or reject, to implementation of the new idea, and to confirmation of this decision.

Merelyn Traenor from Western Institute of TAFE in NSW provides a brief but relevant description of individuals within a Framing the Future project approaching the innovation with trepidation, but then changing their minds:

> The teachers didn't like the change from a national curriculum and saw Training Packages as a backward step. However, the confidence of the teachers rose, as a result of the project. It opened the way forward. Without Framing the Future, we risk being ignorant and of being scared in the workplace.


A Model of Stages in the Innovation-Decision Process for an individual or group (Rogers, 1995)
Framing the Future has communicated effectively at each stage of this process, to assist the majority of participants to accept the innovation of the NTF.
Communication Channels
1. Knowledge
2. Persuasion
3. Decision
4. Implementation
5. Confirmation
Framing the Future normally results in the individual continuing to adopt the innovation of the NTF.
Perceived characteristics of the innovation:
1. relative advantage
2. compatibility
3. complexity
4. trialability
5. observability
1. Adoption
Continued adoption
Later adoption
Discontinuance
2. Rejection
Continued rejection
It is important in Framing the Future projects that participants challenge the innovation of the NTF.

Rogers (1995, p163) explains that the innovation-decision process is the process through which an individual (or other decision-making unit) passes from first knowledge of an innovation, to forming an attitude toward the innovation, to a decision to adopt or reject, to implementation of the new idea, and to confirmation of this decision.

Diagram 3.1

Framing the Future's impact on individual and group decision making

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CONCLUDING COMMENT

This chapter shows that individuals affected by Framing the Future include a range of stakeholders, from teachers to students, to facilitators and project managers and sessional and full time staff. These individuals needed to work through any concerns they had about the innovation of the NTF, before they adopted it. The Framing the Future project provided the time, information and opportunities for this essential decision-making process to occur. In many instances, there was no resistance to change; in some cases, the resistance eventually changed to acceptance and adoption of the innovation; in only a minority of cases, the resistance persisted to the end of the project. The next chapter will now explore the impacts of the innovation on groups and organisations.

What are the long-term impacts of Framing the Future on groups and organisations?

This chapter summarises the group and organisation level impacts of Framing the Future. For the purposes of this study, groups and organisations can range from groups of staff at particular workplaces to specific RTOs or industry training boards. The discussion takes into account the relevant data from the survey returns and also includes reports of case studies and interviews.

SUMMARY

Themes emerging from this study of the group and organisational impacts of Framing the Future are that the model of staff development has assisted the implementation of the NTF, facilitated the development of collaboration and networks and stimulated staff development.

The model has been successfully replicated for the staff development needs of a range of different groups within the one organisation or region. The model has also been transferred to contexts outside of the NTF domain. A high achievement for Framing the Future is that the new way of conducting business promoted by the program is now routine in many organisations, such that many organisations no longer look on the NTF as an innovation.

FINDINGS FROM THE SURVEY

The survey reported on in Chapter 2 showed that the impacts on groups included, in over 80% of cases, the improved use of Training Packages in organisation; changes to other staff development activities within our organisation; and improvements in the organisation's collaboration with industry. In nearly 50% of cases, Framing the Future influenced changes to the organisation's strategic planning. This chapter confirms the findings from the above survey and adds new impacts and insights, through the use of case studies and excerpts from interviews.

One of the assumptions behind this study of long-term impacts is that some impacts are delayed. Hence, the following question was posed in the survey form:

> *What outcomes of the Framing the Future project emerged more than six months after completing the project, for any specific groups within your organisation?*

The respondent quoted below agrees that the main benefits of undertaking a Framing the Future project were not obvious until staff began implementing Training Packages:

> Overall, I believe that the consolidation of information and understanding on the National Training Framework and Training Packages slowly evolved over this period of time. It wasn't until staff actually became involved in Training Packages that a solid understanding occurred.

> Slowly (...very slowly) a realisation that the new policies and procedures which have been introduced are compatible with their needs in introducing Training Packages and were formulated as a result of the Framing the Future project.

On the other hand, if ongoing support was not available after the completion of the project, the benefits waned:

> It would have been beneficial, to have come together again as a group 6 months after completion of the project to discuss further issues to clarify direction.

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The following table summarises the three major impacts of Framing the Future on groups, six months after the project was completed.

Impacts on Groups	Respondents' Comments
Positive attitudes to and skills in implementation of Training Packages and in New Apprenticeships, non-endorsed materials and AQF	I guess the major outcome was that lecturers were not so apprehensive when implementing the Training Package as they had already had exposure to all the ins and outs of the competencies during the project.
	An awareness of the importance of maintaining the 'learning in the workplace' process.
	Prepareaness to enthusiastically grasp the concept of trainees and also with our 1999 project, preparedness to adopt Training Packages.
	Ongoing work with the project undertaken with Framing the Future has led to ongoing outcomes in implementing training package.
	Clearer guidelines on setting up the training plan.
	Ongoing ability to contribute effectively.
	Decision to implement one training package was brought forward. Successful implementation of others would be another successful outcome.
	A more positive uptake of the Tourism Training package and a willingness to look at flexible delivery options and resource development.
	Need for ongoing analysis and evaluation of Training Packages and their commitment to including and assessing adequately Language, Literacy and Numeracy requirements.
	Development of program for the New Apprenticeship Centres – resources from the Framing the Future included in program. Involvement in development of non endorsed – PD component of the IT training Package.
	One of our 1998 projects involved working with an industry, to set up a New Apprenticeship course in an industry which has not previously had apprenticeships. This has been very successful.
	Developed understanding of the Australian Qualifications Framework and on the job assessment.
	Training Packages became available across different departments/ disciplines and smoother transition was possible due to the insight gained during the project.

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Impacts on Groups	Respondents' Comments
Stimulated ongoing Staff Development	Aroused interest in further rounds of funding by other staff in the organisation. Staff development will run more training of non specific type.
	For the Staff Training and Development Unit, ability to increase support to staff and be a source of information and direct to appropriate resources and information.
	Participants continued with the time allocated for the Framing the Future project after it had finished and found internal professional development funds to continue with their learning process with the facilitator to implement Training Packages into their areas.
	The Centre's staff have been asked to provide specialist support into a Framing the Future project in another college: seen as 'experts' in Training Package field (Community Services) by industry and other RTOs.
Development of collaboration and networks	The principle outcome of the project was the establishment of the industry/ RTO network. Maintaining the focus of the network on competency based training and assessment was the outcome once the project was completed.
	More collaboration across Institutes and across industry groups.
	We are now assisting the company involved as a partner in their trainee training. (We being our Business Unit.)
	Networking between organisations within our community.
	Ongoing partnerships with the participants of this program.
	Opportunities for a similar strategy to be implemented in other industry sectors.
	I am amazed at the continuing goodwill between the people who participated.

Table 4.1

Impacts on groups, six months after the project concluded

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In two, individual cases, the impact affected organisations' structures:

> Application for RTO status.
>
> Some acceptance of changes to the organisational structure. New ideas and ways of working have been proposed.

In another case, the organisation stifled change:

> None that can be directly identified – because there has been little strategic change on the issues identified by the project, the outcomes of the project have not really entered the mainstream.

A second question from the survey form asked respondents to identify impacts on their organisation:

> *What outcomes of the Framing the Future project emerged more than six months after completing the project, for your whole organisation?*

Organisational impacts of a Framing the Future project, after six months, can be arranged into three categories:

- the implementation of Training Packages and other aspects of the NTF
- the development of positive attitudes to future changes related to the NTF and to future staff development
- a valuing of a collaborative approach to networking and planning.

Following is a summary of survey responses on this issue.

Impacts for Organisations	Respondents' Comments
Implementation of Training Packages and other aspects of NTF	Resources development - Delivery and Assessment tools - Flexibility of course structure and greater awareness of industry needs all become topical issues.
	Word of mouth 'positives' about the new (Training Package) delivery opportunities.
	A group of staff had a better understanding of the thinking behind the packages.
	A greater appreciation of skills recognised by industry and the mode of delivering the required skills.
	Greater awareness of implementation issues and how to respond to them centrally.
	Greater understanding of the Training Package (Community Services) which has led to changes/discussion of possible methodologies (training).
	We are now having to do what we planned during the FTF project, ie introduce programs using Training Packages.
	Training culture more aligned to NTF principles.
	A structured and strategic training agenda and plan.
	Our whole organisation was able to gain and maintain a large number of trainees and provide the job training in an efficient and professional manner. Now being used as a preparation for Training Package and people are feeling fairly comfortable about this.
	Successful implementation of the Community Services Training Package. Organisation awarded contract by State Training Authority to develop State Implementation Kit for this Training Package. Move to greater amount of skills recognition.
Positive attitudes to future changes and staff development	Staff are more willing to try out new things by first working together to develop a delivery or project management strategy. They are valuing the collaborative value of their skills and abilities.
	The success of the first project meant that everyone was interested in being a part of the Framing the Future projects. The profile was high and it was a positive process to implement change.
	Participants prepared and implemented staff development programs for other staff, particularly introducing training programs under the New Apprenticeship Scheme.

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Impacts for Organisations	Respondents' Comments
	A greater awareness of Framing the Future as a Staff Development tool. Across the board, staff refer to the Framing the Future website as a source of information, mainly in regard to the implementation of Training Packages.
	Improved attitude and commitment to reflection and action learning as professional development tools.
	... Leading by example – use of Action learning as an effective PD methodology.
	An opportunity to draw on some of the project management skills honed during the Framing the Future project following the awarding of a State based Training Package project.
	Increased knowledge. Improved processes and procedures.
	Increased awareness of problems faced by English as a Second Language (ESL) students.
Valuing of collaborative approach	It has highlighted the fact that a whole team approach to this project is more beneficial to the organisation than a number of people spread across a number of units. In reality, the keen staff are very busy and find it difficult to pass on information to the others in the team especially working varied duty hours.
	This network is now being used as a model to expand the network system within the industry across Victoria in preparation for the implementation of the Training Package. The ALMITAB has been able to maintain closer links with both the industry and the RTOs and they have been able to supply updated information required for development of the Industry Training Plan and Strategic Reports.
	The ongoing need to improve our communication processes.
	Recognition as a key player in the process.
	Some much needed joint planning. All applicants successful in obtaining RTO status.

Table 4.2

Impacts for the organisation, six months after the project concluded

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Of the fifty one respondents, only three could not identify any specific organisational impacts of Framing the Future:

> Not sure that any outcomes can be attributed to the program.
>
> None that had not been foreseen.
>
> I am similarly unable to comment on whether the project itself was the reason for a number of outcomes that may have had numerous factors contributing to them.

In the survey, respondents were asked to identify the most important impact:

> *What was the most important impact of Framing the Future on your organisation?*

The most important impacts of Framing the Future on organisations can be grouped into three categories:

- assistance to the implementation of Training Packages
- assistance in decision making, networking and collaboration
- stimulation for staff development.

These three categories are used to highlight different emphases in the respondents' comments. However, when reading the individual responses, it becomes clear that the three categories are interconnected by a positive attitude to the principles of the NTF.

Most important impact on organisations	Respondents' Comments
Assisted Training Package implementation	Further development of skills and knowledge of the National Training system as a professional development activity. Assisted our organisation in maintaining currency. Enhanced our capability as a quality training organisation.
	It 'kick started' the implementation of the package, for which a holistic approach is still taken.
	Recognition of the importance of training.
	Focused attention on implementation issues of Training Packages and the need to address to advance.
	Understanding of Training Packages. Appreciation of difficulties faced by English as a Second Language students.
	...Knowing how to apply Training Packages and how to customise programs for industry.
	A change in the focus towards training and real workplace outcomes.
	It provided the framework and the direction for informing key players of the significance and context of the National Training Packages.
	The discussion of training methodologies and understanding of Training Packages.
	Springboarded us into the National Training Framework. Acted as a catalyst for the implementation of the Community Services Training Package.
	Expansion of training under NTF.
	It became the accepted vehicle to implement Training Packages in our teaching departments.
	The implementation of the Administration Training Package into our full time courses was made extremely easier due to the project. It did make the transition from the 'old modules' to the 'new competencies' much much easier.
	Opportunity it created for cross agency learning and addressing issues arising from implementing training package.
	It provided a forum to test out ideas which have now been formulated into new policies and procedures.
	The amount of learning that occurred.
	Focusing attention on issues in a broad frame

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Most important impact on organisations	**Respondents' Comments**
Assisted decision making, networking and collaboration	The exposure of the potential of a group drawn from across the State to impact on senior decision making in strategic and quality planning, and to share processes to reduce duplication and streamline effort.
	Networks across Institutes for staff members.
	Gaining the knowledge for an industry's attitude to Training Packages and training.
	Establishing a networking model for implementation across Victoria and Queensland. This model may be used as a State model for Professional Development with the implementation of the Training Package.
	First hand experience of enterprise issues when committing to industry based training and first hand experience of inadequacies of the training provider to respond to the opportunity in terms of staffing, funding and administrative processes.
	The need to develop industry, community, other RTO and school partners. And also the need to collaborate more within our own organisation.
	In my opinion, it was the contribution of different viewpoints from facilitators from different parts of Australia – gave us access to the wider picture.
	Developing a network of people who could exchange views, understanding and strategies about workplace delivery.
	Collaboration with another Institute.
	Sharing of information amongst teachers and increased knowledge and understanding of Training Packages.
	Doing a project with our own ITAB and involving employers was positive. Early involvement with the concept of Training Packages.
	Networking. Information that links organisation and staff with current National Developments.
	That people actually took part and, in my case, mixed with industry people during the project to reach the goals set.
	Spreading the word across the grass roots level.
	Administrative staff working together.

Most important impact on organisations	Respondents' Comments
Stimulated staff development	People at all levels have started to realise the importance of professional development and to address the need for sessional part time staff to be included.
	Staff development now back on the agenda.
	On going professional development for all English Language and Literacy Services workgroup into Training Reform issues and the need to monitor language, literacy, numeracy outcomes in Training Packages.
	Endorsement of workbased learning process for professional development. Availability of funds.
	Provides focused, relevant staff development in the absence of a strategic internal PD program.
	... From the first project we have continued to tender and have used this funding to develop our implementation strategies internally with staff and to identify development needs in staff and meet them.

Table 4.3
The most important impacts on participating organisations

The above responses suggest that Framing the Future's influence on organisations has occurred at the four different levels noted by Kirkpatrick (1959) in Appendix 3:

- Reaction: How much did the participants enjoy the program?
- Learning: What skills or knowledge were developed during the program?
- Behaviour: What improvement in job performance occurred as a result of the training program?
- Results: How has organisational performance changed as a result of the training?

Interestingly, many of the responses in Table 4.3 above can be categorised among the highest level of impacts — the Results/Organisational Performance Level: a high achievement for Framing the Future.

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TRANSFERRAL OF THE MODEL TO NEW SETTINGS

The Framing the Future model of staff development is sometimes transferred to many other organisations beyond the mainstream TAFE Institutes. Following is a case study of how a facilitator, experienced in the use of the model, introduced it to a large automotive company.

Case study: Ford Motor Company

Jeanette John, manager of professional development at Ballarat University in the TAFE division, was involved in Framing the Future projects in 1997-98, starting with a project for the hospitality focus at the School of Mines and Industry in Ballarat. This experience led her to implement the Framing the Future model for staff development at the Ford Motor Company at Geelong in 1999.

While on secondment from the University of Ballarat in 1999, Jeanette faced the challenge of assisting the development of six natural work groups in the engine and chassis areas at Ford. The groups were use to the traditional, structured approach to training. Jeanette introduced the teams, their supervisors and business managers to the workbased learning model she had acquired during previous Framing the Future projects. However, she ensured that the workbased learning model was not only customised to suit Ford's unique environment, she ensured that the participants adapted the model to suit the needs of each of the six different work groups.

Keys to the successful transfer to Ford of the workbased learning model were the use of the action learning processes of planning, acting, observing and reviewing. The action learning process also helped the participants to take responsibility for their own learning. Instead of using the classroom setting to instruct, the participants found they were learning new skills on the job and then applying them immediately.

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REPLICATION OF THE MODEL

Framing the Future provides a model of staff development that can be replicated with other groups. Ian Gribble from the Office of Post Compulsory Education and Training and State Contact for Framing the Future in Victoria, considers that 'Framing the Future may well have had a multiplier effect.' He believes that 'Transfer of learning within the organisation is a key issue and Framing the Future provides a good model' for this process:

> Framing the Future has put a focus on semi structured training, involving mentoring and coaching. It provides the infrastructure and the staff development model of action learning, closely coupled with work, which is very beneficial.

Ian Gribble finds that Framing the Future has most impact where there is a 'strong enterprise plan, which Framing the Future fits into':

> The more businesslike the TAFE employee, the more likely he/she is to use Framing the Future to obtain organisational benefits, which then increases the value of Framing the Future.

An example is Construction Training Queensland ITAB, which used the model of staff development from the Framing the Future project to help determine similar professional development programs with RTOs and other industry sectors in general construction and civil construction across the State. The project amplifies the point made above, that a businesslike approach brings results.

Peter Roebig, Project Manager, Construction Training Queensland (CTQ) ITAB, believes that the ITABs 1998 Framing the Future project assisted the regional branch network in Far North Queensland to establish better partnerships between the flat glass and aluminium industry (including shop and office fitters) and registered training providers in the region. It permitted the extension and modification of the model developed as a result of the 1998 project and enabled the organisation to determine similar professional development programs for RTOs and other industry sectors in general construction and civil construction across the State.

Case Study: Construction Training Queensland (Peter Roebig, Project Manager)

"The project realised much more than the identification of industry/RTO partnerships for flexible training delivery patterns. Framing the Future provided Construction Training Queensland with the procedures and the model for implementing change agents and a shift in the training market to facilitate flexible training delivery in the workplace.

Without the cooperation of key industry stakeholders and TAFE, industry and RTOs would not be reaping the rewards that are slowly being recognised across the State. The 'players' from the project have been the greatest legacy as they have taken the model back into their training institutions and industry and implemented flexible delivery processes."

IMPACT SPREAD ACROSS THE ORGANISATION

Often Framing the Future impacts spread beyond the group involved in the Framing the Future project. Jennifer Hartnett and Sue Edmonds from the Western Sydney Institute of TAFE note that one impact of their Institute's Framing the Future projects was the establishment of a professional development strategy for Heads of School. There were other organisation wide developments:

We made sure the information from the projects got out to the other parts of the organisation. We are now thinking completely differently about delivering and assessing in the workplace. We now use a much more holistic approach to assessment. We are also addressing teaching hours for workbased assessment. The projects also raised awareness about action learning as a methodology.

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Moira Watson from West Coast College of TAFE in Perth provides a description of the processes that occurred in her organisation in response to Framing the Future:

> At West Coast College, Framing the Future involves a mindset change for the individual and a strategic change for the organisation. Staff see Framing the Future as an extraordinary opportunity to shift College personnel to be entrepreneurial, innovative and able to deal with ambiguity, to have the key to change. Framing the Future has shown a different way of doing staff development and has linked to the strategic direction of the College.

Like Western Sydney Institute, West Coast College involved a wide range of staff in their Framing the Future projects.

Marilyn Hart from Sydney Institute of Technology notes that one of the benefits of Framing the Future was that the benefits extended beyond the participants in the project team:

> At a number of levels, the project increased our understanding of the National Training Framework, beyond the initial participants. Within the project team, there was a high degree of bonding, collegiality and mutual support. Members really valued the opportunity for deep intellectual thought... One 1999 development that is a product of Framing the Future is a real rethink of the Institute's educational profile.

Framing the Future often impacts on individual enterprises. Patrick Gavaghan from Chubb Fire comments:

> When Training Packages were first introduced, there was a lot of resistance. But now we have commitment. Each person who came onto the Training Package course now has extra money in the pay packet. The Framing the Future project focused the organisation's interest. Chubb Fire is a division of Chubb Australia, and we shared the information. Corporate training now has a Framing the Future project. We now have our Training Package firmly embedded... We now believe our bottom line is more profitable.

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Ron Pearce from Wide Bay Institute of TAFE in Queensland considers that his organisation would not have a national award without Framing the Future:

> If we hadn't had any Framing the Future projects in Wide Bay Institute of TAFE, we would not have won Training Provider of the Year. Staff have moved with the trends. They have gained a lot of knowledge about working with industry and using Training Packages. Framing the Future has helped us form partnerships with industry... Framing the Future creates a culture, a momentum, a starting point for gaining knowledge.

Sharon Johnson from Bankstown College of TAFE in Sydney reports that her 1998 Framing the Future project team was identified by her Institute as an outstanding example of a quality activity and was selected as a finalist for the 1999 NSW TAFE Quality Achievement Award.

THE INNOVATION PROCESS

Framing the Future, as a staff development program underpinning the NTF, requires an organisation to work through the steps of the innovation process. Rogers (see diagram 4.1 below), explains that the innovation process in an organisation consists of two broad activities: (1) initiation, defined as all of the information gathering, conceptualising and planning for the adoption of an innovation, leading up to the decision to adopt, and (2) implementation, all of the events, actions and decisions involved in putting an innovation into use. The decision to adopt (the dotted line) divides initiation, composed of the agenda setting and matching stages, from implementation. Each organisation involved with a Framing the Future project needs to work through these two broad activities and the five stages within them.

The research for this study suggests that many organisations reach the highest stage in Rogers' sequence: routinising, where the innovation becomes an ongoing element in the organisation's activities, and loses its identity. At this point, staff are no longer directly conscious of Framing the Future or the NTF: they have accepted the new order for VET training and have decided that the NTF is no longer an innovation, but normal business. This concept of 'routinising' fits well with a concept discussed in Chapter 9 of this report — the 'institutionalisation' (Cummins & Worley, 1993) of an innovation.

Anthony Tyrrel from Canberra Institute of Technology provides an account of how his organisation came to terms with the innovation of the NTF through the use of the Framing the Future program and later deliberations within CIT.

Case Study: Canberra Institute of Technology, from an interview with Anthony Tyrrel

> We found we couldn't begin discussions with some people until they were run over by a bus, ie the arrival of Training Packages. The Framing the Future projects gave us the structure, the funding and the 'thinking time' we needed. Senior managers now realise we need to look at Training Packages in a strategic way. We have a core of staff who are now experienced with Training Packages. Framing the Future has raised the consciousness of Training Package. There is considerable momentum in the areas of the Institute that are facing Training Packages.

CONCLUDING COMMENT

The discussion in this chapter shows that the Framing the Future model for staff development is regularly transferred to other settings and replicated within organisations. Impacts are often spread across organisations and in one case the program assisted an organisation to win the award of Training Provider of the Year. The next chapter looks beyond the organisation to examine the impact of Framing the Future on subsections of the VET sector.

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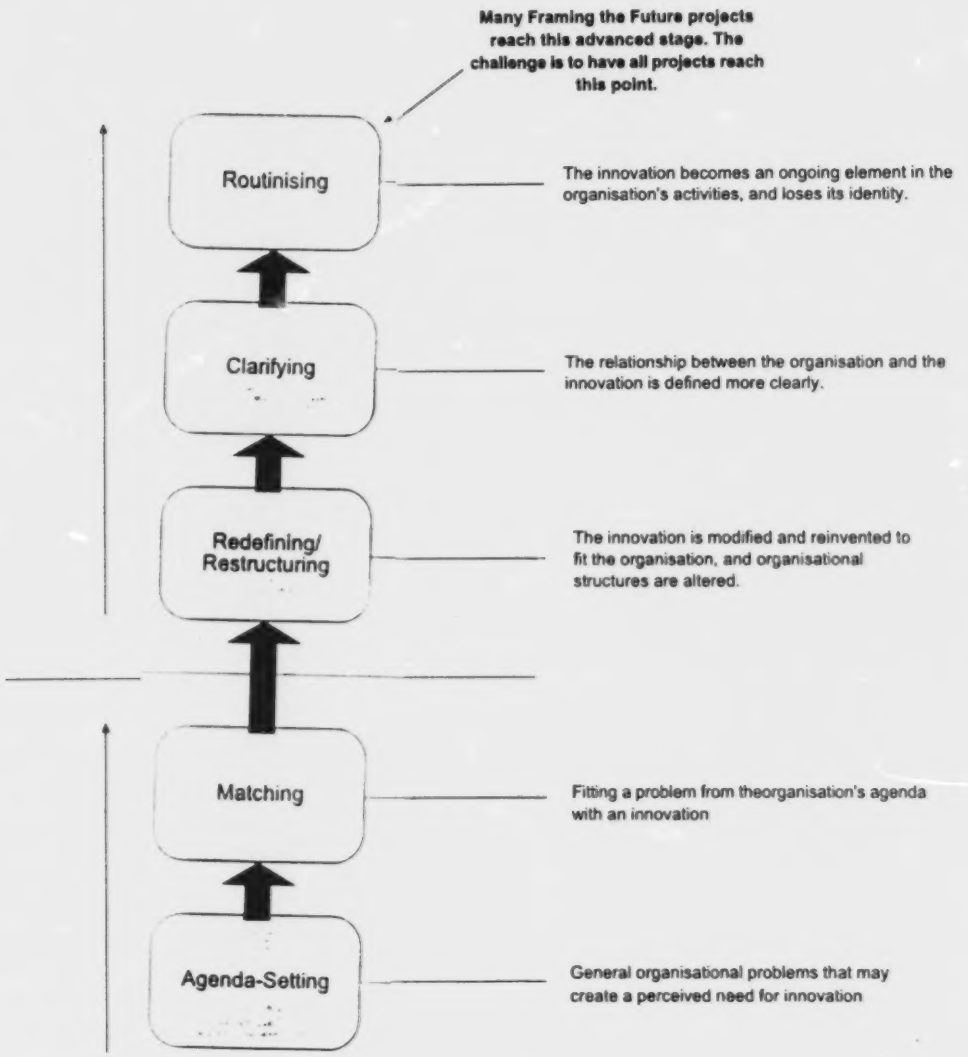
The Innovation Process in an Organisation (Rogers, 1995)


Many Framing the Future projects reach this advanced stage. The challenge is to have all projects reach this point.
Routinising
The innovation becomes an ongoing element in the organisation's activities, and loses its identity.
Clarifying
The relationship between the organisation and the innovation is defined more clearly.
Redefining/ Restructuring
The innovation is modified and reinvented to fit the organisation, and organisational structures are altered.
Matching
Fitting a problem from theorganisation's agenda with an innovation
Agenda-Setting
General organisational problems that may create a perceived need for innovation

Rogers (1995, p.392) explains that the innovation process in an organisation consists of two broad activities: (1) initiation, defined as all of the information gathering, conceptualising and planning for the adoption of an innovation, leading up to the decision to adopt, and (2) implementation, all of the events, actions, and decisions involved in putting an innovation into use. The decision to adopt (the dotted line) divides initiation, composed of the agenda-setting and matching stages, from implementation.

Diagram 4.1

The innovation process in organisations

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What are the long-term impacts of Framing the Future on subsections of the VET sector?

This chapter provides examples of long-term impacts of Framing the Future at the subsection level. Examples of subsection impacts include follow on initiatives by particular industry associations; actions by VET organisations in a particular region, resulting from a Framing the Future project; ANTA perceptions of how to approach staff development; and impacts on other associated ANTA initiatives such as LearnScope.

SUMMARY

This discussion of the subsection level impacts of Framing the Future shows that Framing the Future has not only achieved its expected subsection impacts such as 'developing partnerships with enterprises and developing collegiality', but has now moved to:

> cultural change, organisational change, pedagogical thinking. Now Framing the Future is about the new world order for TAFE and the management of cultural change has come to the fore. (Barry Peddle, Director, Illawarra Institute of Technology)

This chapter puts to rest the uniformed criticism of Framing the Future that is simply an awareness raising activity. Since 1997, Framing the Future has progressively become an agent of systemic change, involved with complex issues such as a pedagogy, organisational change and provider-industry relations.

INTRODUCTION

The following discussion takes into account the relevant data from the survey returns and also includes reports of case studies and interviews. To gather specific data, interviews were conducted with a sample of personnel able to comment on subsystem impacts, such as senior staff in ANTA and members of the Framing the Future Reference Group. Interviews were also conducted with personnel from industry who have responsibilities across an industry or a State/Territory or the nation.

SATISFYING THE CRITERIA

Two of the criteria used during the research to determine whether a subsection level impact of Framing the Future was of note included:

- intended benefits were achieved in VET system
- unexpected benefits were achieved in VET system.

The evidence from this study proves that both of these criteria were met regularly, as results of the 1997-98 projects. Evidence tabled in Chapters 3 and 4 showed that intended benefits of Framing the Future projects from 1997-98 at the subsection level included:

- the development of collaboration between providers and industry
- the spread of experienced Framing the Future facilitators through a network of providers and training purchasers
- the implementation of Training Packages and other aspects of the NTF across whole regions, States/Territories and industries.

The discussion in Chapters 3 and 4 also showed that unexpected benefits of Framing the Future projects from 1997-98 at the subsection level were:

- the development of strategic partnerships not envisaged before the commencement of the project
- the development of new consultancy and training services, sometimes based on these new alliances.

One TAFE Institute Director involved with Framing the Future made this observation:

> In stage one, Framing the Future was involved with workbased learning projects, developing partnerships with enterprises and developing collegiality. (Barry Peddle, Director, Illawarra Institute of Technology)

Now he believes that Framing the Future has moved to a higher plane and is impacting on organisational change:

> Initially Framing the Future was about awareness raising, focusing on students, professional experts and teaching and learning. Now Framing the Future has moved to cultural change, organisational change, pedagogical thinking. Now Framing the Future is about the new world order for TAFE and the management of cultural change has come to the fore.

IMPACT ON SYSTEMIC CHANGE

One of the themes emerging from this study is that Framing the Future is about much more than providing staff development to support the implementation of Training Packages. Sharon Coates, ANTA Director and member of the Framing the Future Reference Group, made the following assessment of the program's role in systemic change:

> ANTA sets the agenda and is the lead policy agency in the VET sector and in 1999 commenced a systematic analysis of its strategic approaches. The model it has used includes examining four steps: A = where have we come from? B = where do we want to go? C = what are the constructs? D = what are your actual strategies? ANTA is focused on getting from A to B and has learnt from this exercise that it has underestimated systemic change. Framing the Future is a 'D level' response: it facilitates systemic change.

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Sharon Coates continues:

> Framing the Future is a change agency ... Framing the Future is an effective mechanism that ANTA has for systemic change.

Simon Wallace, ANTA Principal Project Officer and member of the Framing the Future Reference Group, believes that Framing the Future is about a conceptual shift in the minds of VET stakeholders:

> Framing the Future works on behaviours that staff wouldn't normally adopt. This leads to new attitudes.

The systemic impact of Framing the Future is due, in part, to the fact that it is not constrained by being part of the ANTA bureaucracy:

> We're proud of Framing the Future. The infrastructure provided by Framing the Future is outside the bureaucracy. It is respected and accepted. It seems to cover lots of bases. The workshops work well and are always well attended. (Sharon Coates)

While Framing the Future is 'outside the bureaucracy', it derives legitimacy from ANTA:

> Framing the Future enables people to find out about the National Training Framework in an authoritative way. People are getting an authorised version of the National Training Framework, as ANTA gives Framing the Future credibility. (ANTA General Manager, Paul Byrne)

The model of being one arm's length removed from ANTA seems to be a key to the success of Framing the Future, as project participants seem to relate to the program as one they can own and influence.

IMPACT ON STATE AND TERRITORY SYSTEMS

An interviewee for this study suggested that one of the measures of success of Framing the Future could be to ask whether it has been copied at State or Territory level for other staff development activities. The evidence acquired for this study shows that Framing the Future has been copied for use within State and Territory systems. For instance, Miriam Daley from TAFE SA reports that the Framing the Future program and model of staff development 're-energised' corporate staff development in TAFE SA:

> The aspects of Framing the Future's model that we liked were: it ensured clearly defined goals were linked to strategic priorities; it involved workplace facilitation and team based learning; it provided a mechanism for evaluation and dissemination of learning; and it was cost effective. So we set up a similar model for our corporate staff development.

Drew Thomas, also from TAFE SA's corporate staff development section, commented:

> We cloned Framing the Future: we cut and pasted from Framing the Future's documentation. The overall structure of our project is wholly informed by Framing the Future... We have adopted the Framing the Future methodology almost in total.

Kirsten Bailey, the TAFE Tasmania representative for Framing the Future, notes that the benefits of Framing the Future have 'filtered through almost every area' of her department. In the 1999 staff development program for TAFE Tasmania, State funded projects used aspects of the Framing the Future model, such as the submission process, workbased learning, the facilitation process and the expected outcomes. She added:

> Framing the Future has had a major impact. An outcome of being involved with Framing the Future is the recognition that staff should be given time to assimilate the changes of the NTF. There is now a recognition of the culture shift required by the NTF. It is not a straight line development.

Diana Hartley, from the Department of Training and Employment and the State Contact for Framing the Future in Western Australia, provides the following example of a State integrating its staff development activities with Framing the Future. WA does not copy Framing the Future, but consciously uses complementary approaches:

> Our Professional Development Support Program is a parallel staff development program to Framing the Future. The two programs interact and interrelate. The two programs started about the same time and both use workbased learning... Our program was designed to deliberately complement Framing the Future.

Kirsten Bailey and Diana Hartley are part of the network of State and Territory contacts that works closely with the Framing the Future national project management team. The network members attend workshops where they contribute State and Territory perspectives on issues. The network members also provide Framing the Future with local knowledge and provide feedback on projects. Diana Hartley reported that she regularly checks with the national project management team to ensure that projects funded by her State complement those funded by Framing the Future:

> We check with Framing the Future about which WA projects they fund — as Framing the Future looks at Training Packages and we look at training reform.

As a result, in 2000 she is delaying the allocation of funds for Western Australian projects until after the WA Framing the Future projects are selected.

IMPACT ON NATIONAL NETWORKS

Framing the Future has impacted on a range of national networks and enterprises. For instance, Anthony Tyrrel from Canberra Institute of Technology reports that the National Horticulture TAFE Providers' Network, which had eleven different Framing the Future projects operating around Australia, decided to collaborate. Regular teleconferences were scheduled, to enable the groups to share findings about the NTF.

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He reported that 'When you found yourself battling with an issue, you'd ring the others'. The group discussed the problem of duplicating resources. The benefits of the collaboration were significant:

> As a direct result of Framing the Future, the same group then set up a national database to support the delivery of Training Packages around Australia. The database was funded by the Rural Training Council Association – the national ITAB.

IMPACT ACROSS AN INDUSTRY

In some instances, Framing the Future has impacted on a whole industry in one or more States or Territory. For instance, Sue Woodward from the national ALMITAB, notes that companies involved in 1998 Dry Cleaning and Laundry Framing the Future project were 'quite suspicious' initially, but the project went so well she now wants to use it as a model for the rest of the industry in Victoria on how to network between industry and RTOs. Similarly, Jennifer Gilbert from the food industry in Victoria reports that in the baking sector, the industry 'took the running' with the NTF and the Framing the Future project:

> A lot of the industry players became RTOs and took hold of the agenda. This year, unexpected regional strategies developed, which can be transferred across the industry.

Following are three reports from the one industry: the Transport and Distribution industry. The first case study from the Western Australian Transport and Distribution Industry Training Council (ITC) demonstrates how a Framing the Future project can have State wide or Territory wide and potentially national repercussions.

Case Study: Transport and Distribution industry, from an interview with Maurice McCann from the ITC in Western Australia

The main goal of Framing the Future project was to create partnerships between industries and RTOs, with the aim of introducing Training Packages. Our Framing the Future project involved the South East Metropolitan College of TAFE, the warehousing distribution agents Atkins Carlisle and the Industry Training Council.

A contract was arranged at the completion of the Framing the Future project, between South East Metropolitan College of TAFE and Atkins Carlisle, to deliver training where needed. The contract acknowledges the skills of Atkins Carlisle and the ability of TAFE to deliver generic skills.

Atkins Carlisle is now looking to become a RTO to deliver training in their industry around Western Australia and possibly Australia, in partnership with TAFE. We believe this is a workable model that can now be used in other sectors of our industry, for the implementation of Training Packages.

Bob Mulcahy from the Tasmanian T&D ITAB reports on the State wide impact of Framing the Future project:

There has not been a training culture in this industry, so we used Framing the Future to focus in on industry. The timing of the 1998 Framing the Future project coincided with the launch of the Training Package. Framing the Future impacted on skills recognition in the current workforce, the sharing between RTOs and the acceptance of the T&D Training Package. Before the Framing the Future project, T&D didn't have a dedicated TAFE provider; now a number of TAFE personnel are working with the industry.

Christopher Calvert from the National T&D ITAB provided a similar endorsement of the value of Framing the Future to his industry.

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Case Study: National T&D ITAB, from an interview with Christopher Calvert

Framing the Future gave us access to industry. It gave us the arguments and reasons for change and what benefits were in it for them. Without Framing the Future funds we wouldn't be able to have winning stories and champions that provide the momentum for change. By using action learning it made the Training Packages seem like a living document, rather than something that sits on a shelf. It made the Training Package understandable for providers, users and assessors.

Framing the Future is helping us frame our industry's future. Transport and Distribution is now looking at major advances in e-commerce, with the advent of paperless warehouses and computers on forklifts. Some of the companies in our industry are at the cutting edge of e-commerce. Our industry is now acknowledging the importance of training. We can now go with confidence to the State Training Authorities.

IMPACT ON LEARNSCOPE

The investment in Framing the Future is enhanced if subsequent national staff development programs can learn from it. In response to the question 'In what ways has Framing the Future influenced LearnScope?', ANTA Director Lesley Johnson commented:

Framing the Future has influenced LearnScope considerably. First of all, LearnScope was built on Framing the Future's premise that professional development needs to be facilitated at the local level. Framing the Future gave LearnScope a blueprint for action. We (LearnScope) benefited from what Framing the Future had learnt. We learnt that a network of advisers was inappropriate.

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Framing the Future provided a benchmark to which LearnScope aspires:

> Framing the Future impacted on LearnScope in two main ways: it gave LearnScope a framework or design for a professional development program and it provided proformas and templates that we could change. The extent of recognition of Framing the Future has been very, very wide. Framing the Future has been successful in providing LearnScope with a benchmark to which LearnScope has aspired. (ANTA Director, Lesley Johnson)

Lesley Johnson provided the following response to the question, 'To what extent, do you think, have the impacts of Framing the Future been suitable and enduring?':

> Framing the Future has provided an enduring model of workbased learning. We are still learning about WBL and the importance of WBL being strongly related to the strategic plans of organisations, so that the WBL is not in isolation. WBL is the best model for embedding learning in an organisation. WBL is Framing the Future's enduring model. We (LearnScope) have been able to learn from it and to refine it and embed it in a lot of organisations. Organisations can undertake a WBL project and then develop a pattern of WBL that continues.

IMPACTS ON CHANGE MANAGEMENT

Another theme to emerge from this study is that Framing the Future is not a static staff development program, using rigid project management techniques. The Framing the Future program has needed to be flexible to accommodate a range of responses to the NTF. Illawarra Institute of Technology Director Barry Peddle observes that Framing the Future is always adapting and customising and is not static:

> Framing the Future is agenda driven and outcomes focused. Framing the Future is a national service provider, not a project manager or coordinator. It has taken on a national agenda and promoted its services in such a way that people will access it. Framing the Future is excellent at satisfying customers' needs and is always adapting, customising and is not static.

ANTA General Manager Paul Byrne notes that the need for Framing the Future will continue to change:

> The need for Framing the Future will change as the momentum gets a head of steam. There will be fine tuning of implementation of the National Training Framework, and changes may be needed to Training Packages. A role for Framing the Future may exist in a couple of years for an educative phase. More work may be needed with schools and universities. The demand is undiminished. Implementation of the National Training Framework has only just started.

TAFE Tasmania's Kirsten Bailey noted that 'change management' programs can be threatening, but that the Framing the Future program achieved change in Tasmania, without putting off participants:

> Framing the Future is a change focused program. Ongoing change should be an outcome of a project. There is no end to the change that is needed; the process is continuous. However, if you advertised that Framing the Future was a change management program, no one will come.

To further stimulate the need to change, Framing the Future managed the Spotlight on the Provider conference in Sydney in December 1999. ANTA Director Sharon Coates notes that:

> The VET system is still preparing for the implementation of the National Training Framework and there needs to be more facilitation of change. Framing the Future may need to conduct more 'Spotlight on the Provider' types of conferences in the future.

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IMPACT ON TRAINING PROVIDERS

A further theme emerging from this study is that Framing the Future is a means for ANTA to engage directly with training providers, at the coalface, about the key conceptual issues underpinning the NTF:

> Framing the Future is filling a real need and a niche. It is the mechanism for people to find out about the national approach to training. Training Packages are a manifestation of a national approach, with delivery at the State/Territory level. (ANTA General Manager, Paul Byrne)

Sharon Coates values the direct link between policy developer and provider, facilitated by Framing the Future:

> Framing the Future is successful because it empowers teachers. It is not a flashy program — it is not a one off. The main impacts of Framing the Future are the number of participants who have been involved in the program. It is one of ANTA's few mechanisms for getting to the staff on the ground. It provides direct access to providers and the spread of projects across Australia is good. (ANTA Director, Sharon Coates)

ANTA Director Lesley Johnson notes Framing the Future's impact at the local organisational level:

> As a result of Framing the Future, there is now recognition nationally of the value of assisting professional development to happen 'on the ground' in organisations.

ANTA's Simon Wallace believes that the key to Framing the Future is the relationships between the major players:

> Setting up relationships has been the key. There is a high level of accountability and frankness. There is also a high level of customer service, responsiveness and networking.

Many other interviewees noted that the leadership style of the project management team has contributed to these good relations between many different players. This topic of leadership style will be reviewed in Chapter 9.

CONCLUDING COMMENT

This chapter shows that, in the three years since it began in 1997, Framing the Future increasingly affected providers' approaches to strategic alliances with industry; was a catalyst to providers making organisational change to meet the needs of industry; and assisted the development of a national network of facilitators for the implementation of Training Packages and other aspects of the NTF. The fact that it has achieved these systemic impacts with a lack of controversy is a high achievement. This concept of grading levels of achievements is one of the issues taken up in the next chapter.

What are the long-term impacts of Framing the Future, viewed through a new set of lenses?

It is clear from the previous chapters that the long-term impacts of Framing the Future are many and varied and are perhaps underestimated. In Chapters 3-5, the impacts were sorted into those at the individual, organisation and sub system levels. This chapter takes another perspective.

SUMMARY

In order to ensure that the impacts are thoroughly evaluated and articulated, this chapter views the long-term impacts of Framing the Future through another set of lenses: the sequence of impacts; spirals of impacts; a hierarchy of impacts; and the suitability of impacts. This analysis underlines the extent and depth of the impacts of Framing the Future.

SEQUENCE OF IMPACTS

One way to view the long-term impacts of Framing the Future is to ask whether the impacts occurred in a sequential manner. The data collected for this study facilitate some discussion about the sequence of impacts of Framing the Future, particularly at the levels of the individual and the group. At the individual level, the evidence suggests many participants move through the sequence of stages identified by Bramley (1996) and Rogers (1995), with some modifications, as discussed following.

Bramley's sequence of impacts of training on the individual	**Rogers' sequence of stages of innovation decision making for individuals and groups**
1. Individual wants to improve ↓	1. Knowledge ↓
2. Learning ↓	2. Persuasion ↓
3. Changes in concept, skills and attitudes ↓	3. Decision ↓
4. Changes in work performance ↓	4. Implementation ↓
5. Changes in organisational effectiveness	5. Confirmation

Table 6.1

Bramley (1996) and Rogers' (1996) Sequences of Impacts on the Individual or Group

Bramley's (1996) 'individual training impact model', as set out in the table above, is based on the simplistic notion that an individual changes and in turn changes the organisation. At first sight, Bramley's model — which Bramley himself is not convinced is a useful model for summarising the impacts of training on an individual — seems to be a valid summary of the progression of many individuals within Framing the Future projects. Where Bramley lacks confidence in the model is with the ability of the individual to, firstly, use the new skills in the workplace and, secondly, to influence organisational effectiveness. A close analysis of many individual Framing the Future projects, through reading interim and final reports, shows that Bramley's scepticism is well founded. Within any one project team, the individuals could be spread across a continuum, from those who did make changes in their work performance and affected their organisation, to those who made no changes and had no impact on their organisation.

The Rogers (1995) model of the sequence of innovation decision making suggests that individuals and groups move from a position of knowledge about the innovation to be open to persuasion, to making decisions to accept or reject the innovation, to implementing and confirming the innovation. Again, a close analysis of any one Framing the Future project would show that some participants may have followed such a sequence, but that others may have deviated from or resisted this sequence of decision making. As discussed in Chapter 3, the research for this report shows that the majority of individuals continue to adopt the innovation of the NTF.

While Bramley's and Rogers' models do not fit neatly the experiences of all participants and groups, the models have some value in enabling a description to be made of how participants respond to an innovation.

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The research for this study suggests that many participants move through a sequence of responses to the Framing the Future program, albeit at different paces and to differing extents. Importantly, an encouraging number of participants arrive at a position of accepting and implementing the innovation of the NTF. However, they may not reach this stage of acceptance till some time after the project concludes.

Delayed acceptance

This delayed acceptance, particularly by groups of staff, is articulated by Anthony Tyrrel from Canberra Institute of Technology, who noted that it took six months after the conclusion of the 1998 Framing the Future project for many personnel within the organisation to:

> acknowledge that it (NTF) was a major issue to do with change, managing change, with big spin offs for teachers.

Jennifer Hartnett and Sue Edmonds from the Western Sydney Institute of TAFE also note the importance of the delayed impacts of their Institute's Framing the Future projects:

> We are still talking about the projects twelve months later. The projects raised issues regarding Training Packages within the NSW TAFE structure. Solutions continue to evolve.

Moira Watson from West Coast College concurs:

> Framing the Future is about cultural mindset changing... The change doesn't stop when the project is over... The key to a Framing the Future project is to ask what have we learnt and where to from here.

Diana Hartley, from the Department of Training and Employment and the State Contact for Framing the Future in WA, concludes:

> It takes time for the benefits of Framing the Future to develop. It cascades. The benefits often don't happen in the first year. It grows. In the first year after the project they don't always understand, but in the second year it (the NTF) becomes part of the language.

The above discussion shows that many individuals do move through a sequence — from first hearing about the NTF to eventually accepting and implementing it — but that the process is often protracted, and different staff change at different rates. A small minority of staff do not change at all.

SPIRALS OF IMPACTS

A second way to view the long-term impacts of Framing the Future is to ask whether the impacts became increasingly important over time, as if in an upward spiral. Evidence of spirals of impacts of Framing the Future was sought during the evaluation. An example of a spiral of impacts is where some initial impacts led to even more important impacts, with the passage of time, in an upward spiral.

The survey and the interviews showed that this spiralling effect was experienced in many cases. Examples are as follows:

- the initial project assisted with the development of positive attitudes to the implementation of Training Packages and this led, some time later, to the successful implementation of a Training Package
- confidence and interest generated by the initial project stimulated an interest in and the provision of ongoing staff development
- the development of networks during the project led to more concrete partnerships and collaboration afterwards.

Numerous such spiral developments were noted in earlier chapters.

The following diagram represents a typical upward spiral of increasingly important impacts of Framing the Future projects.

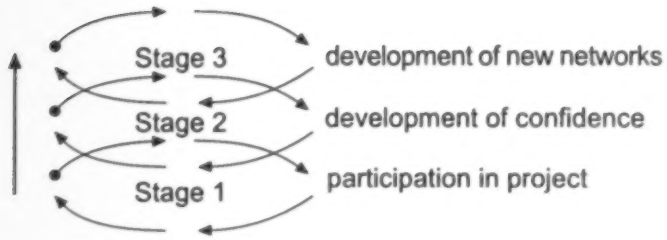

Diagram 6.1
Typical spiral of impacts of Framing the Future projects for an individual

Organisational learning

This finding about upward spirals of increasingly important impacts suggests that Framing the Future contributed to the development of 'organisational learning' over the period from 1997-99. Organisational learning is about the organisation adopting changes and learning and improving as time goes on (Smith, 1997, p488). Smith's research is a reminder of the importance of organisational learning to national staff development programs such as Framing the Future. Smith (1997) explains that:

> the ability of the organisation to learn underpins the effective implementation of organisational change. (p488)

Organisational learning is a useful description of the impact of Framing the Future in many organisations, as some staff development programs may only lead to learning by the individual, not the organisation:

> it is possible for individual members to learn while the organisation does not. (Cummings and Worley, 1997, p492).

The research for this project suggests that the 'organisational learning' that did occur in many Framing the Future projects was facilitated by the embedding of the skills of action learning, particularly the continuous cycle of planning, acting, observing and reviewing. The following quotation reinforces a theme of this report: that the effective use of action learning enables skills to be learnt after the Framing the Future project formally concludes:

> Framing the Future is about implementing change – making people feel comfortable with the new way of doing things – Framing the Future allows for outcomes that demonstrate learning at the pace at which the action learning set feels comfortable working at – therefore, all the skills learnt are those participants selected and committed to as part of the project. It is the best form of skill development an organisation could allow for. (Survey response from a project manager)

This brief discussion linked, on the one hand, the common phenomenon of Framing the Future leading to upward spirals of increasingly important impacts, to the concept of 'organisational learning'. A major impact of Framing the Future is that many organisations adopt the changes involved in the NTF and that, over time, these organisations continue to learn more about implementing the NTF.

HIERARCHY OF IMPACTS

A third way to view the long-term impacts of Framing the Future is to ask whether there was a hierarchy of impacts. A hierarchy of impacts would consist of lower and higher levels of impacts. For the purposes of this study, 'high level impacts' are defined as impacts relevant to the objectives of Framing the Future. 'Low level impacts' are defined as those that are closely related to the specific processes used within individual Framing the Future projects.

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Using the definitions provided above, the following table sets out examples of both lower and higher level impacts identified during this study. The table indicates that many impacts of Framing the Future can be sorted into categories such as lower and higher order impacts.

	Low Level Impacts	**High Level Impacts**
Individual Level	Positive attitude to Training Packages	Implementation of Training Package
Group or Organisation Level	Development of expertise of facilitators and project managers for projects related to the implementation of Training Packages	After the initial Framing the Future project concludes, enterprises pay for additional staff development, to support the implementation of Training Packages
Subsection Level	New mechanisms initiated for industry VET collaboration	The new collaborative mechanisms lead to the State or Territory wide delivery of Training Packages

Table 6.2
Examples of low and high level impacts of Framing the Future

This framework for identifying lower and higher level impacts of Framing the Future is a useful way to order and value the impacts of the program. When the framework is applied to all of the impacts discussed in this report, it is clear that there are very many impacts of the higher order. This supports a theme emerging from this study: that many of the impacts of Framing the Future are at the level of organisational change and new interorganisational relations. Diagram 6.2 provides a graphical representation of such a hierarchy of impacts.

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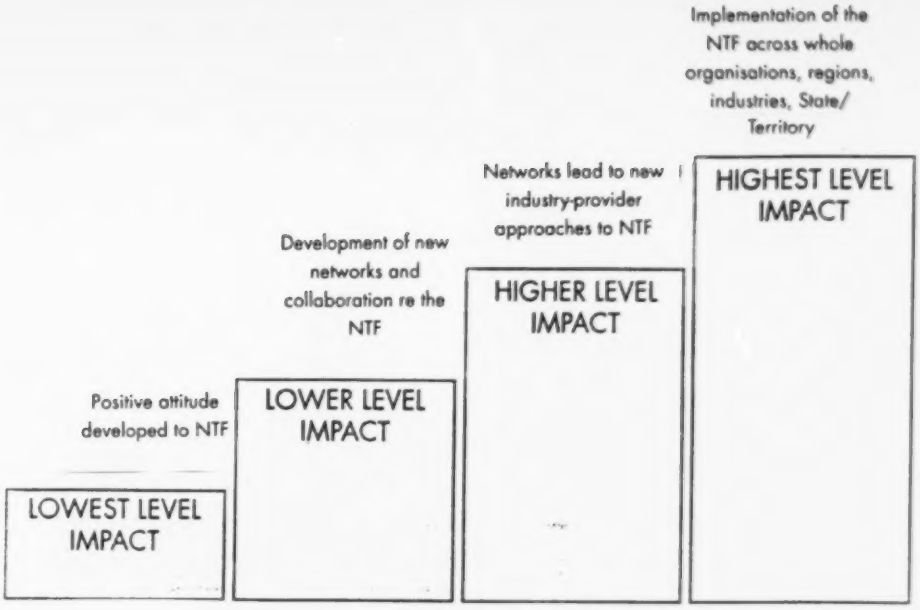
Implementation of the NTF across whole organisations, regions, industries, State/ Territory
Networks lead to new industry-provider approaches to NTF
HIGHEST LEVEL IMPACT
Development of new networks and collaboration re the NTF
HIGHER LEVEL IMPACT
Positive attitude developed to NTF
LOWER LEVEL IMPACT
LOWEST LEVEL IMPACT

Diagram 6.2

Examples of the hierarchy of lower and higher level impacts of Framing the Future

SUITABILITY OF IMPACTS

A fourth way to view the impacts of Framing the Future is to ask whether the impacts were appropriate given the aim of the program. Simply listing the impacts of Framing the Future would fail to answer this question.

The majority of the data collected for this study shows that almost all of the 1997-98 Framing the Future projects reviewed for this report resulted in positive long-term impacts that supported the aim of Framing the Future. The aim of the program is to provide staff development and skills acquisition for people in the VET sector who are involved in implementing the NTF. Numerous positive impacts of the projects are set out in Chapters 3-5.

While this report shows that the impacts of Framing the Future are suitable in most instances, the impacts are sometimes unsuitable or negative (see next chapter, Chapter 7). The report also shows that even more positive impacts can be achieved (see Chapter 9). The negative impacts

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discussed in the next chapter are a reminder that achieving the aim of Framing the Future can't be taken for granted as an easy feat. In a few projects analysed for this study, there was some resistance to the NTF even at the end of the project, the collaboration between industry and the training providers broke down and the workload was felt to be too high.

CONCLUDING COMMENT

This chapter provides four new ways of viewing the impacts of Framing the Future. Using these different lenses leads to an appreciation of the sequence of impacts of the program on individuals and groups; the upward spiral of impacts, over a period of time; the hierarchy of impacts, from lower to higher levels; and the suitability of the impacts in relation to the program's aims.

Despite the weight of positive impacts of Framing the Future, it is appropriate to examine, in the next chapter, the minority of instances where its impacts were negative.

What are the negative long-term impacts of Framing the Future?

While the majority of research material collected for this study is positive about the long-term impacts of Framing the Future, it is appropriate to record the negative impacts of the program. Many of the negative comments cited below are not long-term impacts: they are often expressions of frustration or disappointment.

SUMMARY

Framing the Future has not achieved a 100% success rate. Of the 340 projects funded from 1997-99, a number have experienced disappointments and frustrations. The reasons for these failures include the breakdown in communication between partners in the project; resistance to change from some staff; or the lack of adequate resources. The negative impacts include, in some instances, an increase in the opposition to some aspects of the NTF; a breakdown in relations between parties involved in the same field; and the lack of any products or services as a result of undertaking a Framing the Future project.

INTRODUCTION

Approximately one hundred survey respondents and interviewees were prompted to give examples of negative impacts of Framing the Future. In some cases, the negative comments set out below were not caused by Framing the Future, but by factors that were beyond the control of the Framing the Future program, such as a lack of funding to continue staff development or heavy staff work loads interfering with staff development.

SURVEY RESPONSES

Survey respondents addressed the direct question: *What negative outcomes emerged?* All the responses to this question, not just a selection, are set out in the table below. The comments fall into two categories:

- resistance, confusion or low levels of commitment
- disappointments or the formation of factions.

Negative impacts	**Respondents' Comments**
Resistance, confusion, low level commitment	There was a sense of "if I put my head in the sand I can ignore this as it is not going to happen yet" with a few participants, which has led to less preparedness than we would have liked.
	Much more understanding is required by most staff.
	Initially fear of change which was dispelled during the project.
	Added to confusion in some instances, which fed the "not good for education" opinions.
	A couple of participants withdrew due to their lack of commitment to the workload of the project. Some found it difficult with a busy work schedule to maintain the action learning process.
	A few lecturers were still unhappy with the constant changes to the systems within the training/education environment even though they "just get on and do it".
	A reluctance to pay for training. Most industry clients expected to pay little or nothing after the initial trial.

Negative impacts	Respondents' Comments
Disappointments, factions	Some enterprise personnel had higher expectations than were able to be achieved. The project was limited due to lack of funding. Ongoing network Professional Development activities were not able to be carried out due to lack of continuation of funding.
	A continued frustration on behalf of the ITC that many training providers are still struggling to sell the potential of such partnership opportunities.
	Bad feelings with respect to those responsible for implementing Training Packages. Increased cynicism towards the (State) management.
	Some people not involved... didn't want to at the start were a bit miffed as we appeared to be having fun. Many, MANY hours of unpaid work... but we all put our hands up for the next round.
	The content of the Training Package was changed by the National ITAB just as we completed the mapping project. This was distressing to those who worked so hard.
	Group dynamics clearly problematic.

Table 7.1
Negative impacts identified by survey respondents

Negative impacts were also identified by respondents when they addressed the question: *What unanticipated outcomes eventuated?* The negative, unanticipated impacts included:

- resistance to the innovation by some staff
- further confusion for some staff
- work overload
- unhappiness with constant change
- friction between partners
- disappointment with others who were slow to adopt the innovation.

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Negative: Disappointments, difficulties and resistance	Most participants would have liked the project to continue on. They would like to complete further activities, to share information – what worked well and what didn't especially after another 6 months. The numbers that withdrew from the project due to the heavy commitment within the project and also heavy workload back in the unit. Some staff at times were unable to be released to attend a session due to unavailable replacement staff.
	Dissatisfaction with treatment of quality in the new structure. Some wanted more central control and less autonomy.
	Difficulties in working it all out.
	The networking aspect evolved in a different way than we had expected. Cross-faculty networking is still very weak.
	Some teachers resisted changing approach to delivery.
	We found that Language, Literacy and Numeracy were not adequately integrated into Training Packages.

Table 7.2

Unexpected, negative impacts of Framing the Future

Survey respondents also commented on the question: What expected outcomes did not eventuate? All the impacts noted by survey respondents that did not eventuate are set out below. These could be called negative in the sense that there were disappointments, frustrations and lack of expected results. In a number of cases where there was no impact, the respondents provided the reason, such as the lack of resources, or insufficient knowledge or commitment within the organisation, or there were too many other variables that could not be controlled.

Expected impacts that did not eventuate	Respondents' Comments
Implementation of Training Packages	Traineeship or apprenticeship training in Queensland under NTF. An implementation strategy for specific Training Packages. Direct input into the implementation of the Administration Training Package.
Enthusiasm, communication and understanding	Enthusiastic use of TPs.
	Enthusiasm on behalf of RTOs to undertake similar industry based training delivery.
	A more universal change in realising the intent of the NTF. Some staff still holding on to the past. More work still required.
	The communication between participants and their home departments was much weaker than expected.
	Getting special interest groups formed to address specific issues.
	Use of technology- a couple of participants were not able to communicate using email due to availability of resources.
Development of products	We hoped to produce more products but this did not occur.
	The detailed documented strategies for dealing with students.
	The adaptation of existing materials so that they could be used with Training Packages did not eventuate because of the initial low knowledge base of a number of participants.
	Fully developed assessment tools.
	The time period is still too short to see real tangible outcomes – eg Increase in business for the organisation due to changes made from project.
Industry partnerships and collaboration	Some industry partnerships are still being pursued and have not come to fruition.
	Group cohesion or expression to the term "collaborative independence" ie the new organisational model.
Ongoing staff development	A quicker uptake by the Retail Travel Industry of training their staff. (An initial reluctance to adopt traineeships was encountered)
	We really have not used a Facilitator and have not yet experienced the action learning outcomes anticipated... nebulous.
	Action learning did occur amongst network members, mostly led by members from the RTOs, but did not appear to carry on with any real structure within the enterprises.
RTO status	To my knowledge, none of the organisations involved have sought to obtain registered training organisation status for their organisations.

Table 7.3

Expected impacts that did not eventuate

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INTERVIEW RESPONSES

Very few of the interviewees for this study identified any negative impacts of Framing the Future. Hence a number of personnel who had previously expressed public dissatisfaction with the Framing the Future program were sought out. Their comments were similar to those recorded in the survey, in that they were aware of examples of where projects had not led to any concrete developments, six months later. Their reasons for the lack of results from projects were as recorded earlier: eg, a lack of resources or a lack of consensus between the various parties involved in the project.

CONCLUDING COMMENT

The negative impacts set out above are a reminder that the NTF is a new and complex approach to vocational training. The adoption and implementation of the NTF will always require effective negotiation, quality staff development and cooperation between a range of parties. Framing the Future is an important contributor to winning support for the NTF. The next chapter examines just how cost effective it is, in this supportive role.

How cost effective is Framing the Future, given its long-term impacts?

This chapter considers the issue of the cost effectiveness of Framing the Future.

SUMMARY

The cost effectiveness of Framing the Future can be viewed from two points of view: from the point of view of the funding body, ANTA, and from the point of view of the organisations participating in projects. The following discussion shows that both groups generally consider the cost effectiveness of Framing the Future to be high to very high. The program became more cost effective over the three years, with the amount of funding for individual projects reduced from $20,000 in 1997 to $14,000 in 1998 to $10,000 in 1999. A theme emerging from this study is that Framing the Future has 'cascading effect', reinforcing a major finding of this study that the immediate benefits of a Framing the Future project are normally followed by substantial, long-term impacts.

INTRODUCTION

This chapter of the report provides a definition of cost effectiveness and summarises the evidence about the cost effectiveness of Framing the Future, from the surveys, interviews and case studies.

DEFINITION OF COST EFFECTIVENESS

Cost effectiveness studies are of assistance to educational administrators who are constantly faced with difficult decisions about how to allocate limited resources. Cost effectiveness analysis shares some features of cost benefit analysis, but differs in that benefits are not expressed in money terms. Instead benefits are expressed in physical units (eg numbers of participants; numbers of action learning sets), while costs, as in cost benefit analysis, are still expressed in money terms.

Cost effectiveness analysis is useful when "it is necessary to prioritise alternative expenditure options but where the fundamental questions of whether the Government should be willing to spend, are not at issue." (Handbook of Cost-Benefit Analysis, 1991, p95) There is no issue that Government should be willing to spend on vocational education and training, but there is always an issue about how the spending should be distributed.

Cost effectiveness analysis is also applicable when the "projects or programs are already in place and are expected to continue, but not necessarily in their current form" (Handbook, 1991, p95). Framing the Future is an instance where the program is in place and is expected to continue in 2000. However, it is appropriate to question whether Framing the Future funding for projects should continue in its current form. The current form involves the allocation of around $10,000 per project, with a range of conditions, such as the use of workbased learning and the provision of action plans, interim and final reports.

Some of the alternatives available are for Framing the Future funds to be allocated to project teams without the provisos that they use workbased learning. For instance, the project team leader could use a lecture mode of presentation, supplemented by reading materials. Alternatively, the project team could attend directive workshops, conducted off-site by an external specialist. The latter options would not involve the usual action learning features such as facilitators, mentors, action learning sets and the cycle of planning, acting, observing and reviewing.

Cost effectiveness analysis may appear to be easier to apply to the education context than cost benefit analysis, but the analyst using a cost effectiveness framework needs to apply a measure of effectiveness to all of the alternatives under consideration. Analysts need to be satisfied that the "chosen measure of effectiveness adequately captures the predominant output and/or impact of all of the alternatives under consideration." (Handbook, 1991, p95) The straightforward measure of effectiveness for this study is that of participant numbers. Framing the Future has provided limited, matched funding for around 340 staff development projects during 1997-1999, for around 13,000 participants. A more demanding measures of effectiveness, for which data is not available, is how many staff later participated in the implementation of Training Packages.

COST PARAMETERS

The overall costs of the Framing the Future program for the various parties are as set out in Table 8.1. The main costs for individual Framing the Future projects, that are provided by the ANTA contribution, are the costs of facilitators, mentors and specialists, equipment hire and travel, catering and venue costs. The funded organisations are expected to contribute funding for staff release — normally the single largest cost.

Funding source	1997	1998	1999	Total for 97-99
ANTA funding	$532,794	$1,034,507	$1,758,403	$3,325,704
Contribution by participating organisations and industry	$957,095	$1,582,796	$3,322,404	$5,862,295
TOTALS	$1,489,889	$2,617,303	$5,080,807	$9,187,999

Table 8.1

Framing the Future funding for project teams, 1997-99

From ANTA's perspective, Framing the Future represents a good investment, as the more ANTA has contributed from 1997-99, the more participating organisations and industry have contributed.

The program became more cost effective over the three years, with the amount of funding for individual projects reduced from $20,000 in 1997 to $14,000 in 1998 to $10,000 in 1999. The reduction in ANTA funding for each project has been accompanied by an increase in the total amount of funding by ANTA, enabling many more project teams to be funded each year than the year before.

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ANTA'S PERSPECTIVE

Interviews with key ANTA staff revealed that the model of funding only up to half the costs of each Framing the Future project was seen as a sound investment strategy. Framing the Future enables ANTA to stimulate staff development in relation to the implementation of the NTF, without providing all of the funds required:

> ANTA has a leadership role and provides catalytic funding. It would never have enough funding for all the staff development needs of VET staff. The Framing the Future model of staff development has an elegant simplicity. (ANTA Director Sharon Coates)

The sharing of costs for a Framing the Future project between ANTA and the participating organisations makes for a very cost effective investment by ANTA:

> Framing the Future is extremely cost effective, sharing the costs with the organisation. As long as it happens in fact, not just in theory, the funding is leveraged and doubled. (ANTA Director Lesley Johnson)

Sharon Coates observed:

> An example of how effective Framing the Future is can be shown by the fact that the Canberra Institute of Technology, with an $11,000 grant for its Framing the Future project, involved 4 teams across the Institute. I was asked to speak about the National Training Framework and more than 80 people attended. The project was able to impact on those not immediately involved in the Framing the Future project.

In Chapter 5 of this report, which discusses the subsection level impacts of Framing the Future, a range of other benefits of the program are identified by ANTA personnel, including the systemic changes brought about by Framing the Future.

SURVEY RESPONSES

The following discussion illustrates that project managers generally view Framing the Future projects as cost effective. One of the ten questions asked in the survey of 51 project managers was 'How cost effective was your Framing the Future project, given the long-term results?' The majority of responses to this question were very positive about the cost effectiveness of their Framing the Future project, compared to other staff development projects. In answer to the cost effectiveness question, around 40% of respondents gave one-word answers such as 'excellent', 'very' or similar, one said 'reasonably' and one said 'quite'. One said it was difficult to say: 'Placing a cost value on key contacts is difficult'. Another found the application process expensive:

> The initial steps to gaining a project were far too expensive in terms of time. Once the project was up and running it was fine.

One commented on the 'cascading' benefits after the project concluded:

> Extremely (cost effective), as it provided 'seeding' funding to commence a project which has now had a cascading effect. The delivery to build on this has been beneficial over a period of 12 months.

One noted that ongoing contact with Framing the Future staff added value:

> Pretty good, given that these things are difficult to assess - the ongoing contact with Framing the Future staff sure value adds to the project.

Some respondents claimed that the funding was critical:

> Very. We would have been unable to experience the project outcomes without the project funding from Framing the Future and given it's ongoing reference point as a pilot of industry based training delivery it will be extremely valuable as the Training Package becomes available and more innovative delivery methods can be contemplated by industry and providers.

OK , as we are learning more about workplace learning we could make it more cost effective and we are. Without these types of projects, ANTA funded, to assist our learning I believe it would be difficult to "get the ball rolling. "We have had three projects, two were cost effective, one wasn't, due to the industry partner pulling out.

Highly cost effective – we always support the project internally at least to the amount we receive and find that the tender amount is used for the labour costs, facilitators etc. High quality presenters come at a price and this project money allows for the best.

The organisation got great value from the Framing the Future project, in a manner that would possibly not have happened without the support of Framing the Future funding, website, materials and staff.

A number of respondents said that their organisation had to contribute more resources than expected, otherwise the project would have failed:

The individual organisation's costs, to the project was way past the projected cost, due to the expectations of participants to continue the supportive and mentoring role. Once the action learning developed within teams many more issues were raised and needed clarification. The continued commitment and support demanded by the participants was unexpected.

During the project, more time and effort was put in (from all organisations involved) than funding allowed. The ALMITAB was able to use resources it already had, however in other circumstances the project may have failed due to lack of resources.

Some respondents complained that the funding was discriminatory or too restrictive, particularly in not allowing for funds to be used for 'backfilling' participating staff:

It was a relatively expensive experience given the number of staff it impacted on. The constraints on how the money could be spent contributed to this, eg by using an internal facilitator I could have released more staff to attend but funds could not be used for 'relief'.

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> Very. However, being unable to pay backfill meant that we could only work with the committed and not with those who need professional development the most.

> We do not see it as a cost effective program because we pay staff to attend including casuals but a valuable source of ongoing PD. In this case, it was even less cost effective because both our teachers moved to other positions, one in a different sector and one to another provider so our other staff did not fully reap the benefit of the project.

One respondent noted that it was difficult to know how to measure cost effectiveness:

> I am not sure how we would measure this. The initial cost to the college versus less stress on the teaching staff when implementing the training package? (sic)

Most survey respondents did not indicate what they meant by cost effectiveness. The Framing the Future national project management team may wish to provide some guidance to teams on how to measure cost effectiveness, beyond the simple measure of how many participants were involved and how much did the project cost. Some value might be placed on demanding measures such as how many participants were later involved in implementing Training Packages. Such a discussion will help to focus participants on additional benefits that can be gained from a project.

The issue of cost effectiveness was discussed with interviewees for this study. Often the replies by the interviewees showed that the project managers placed a value on a wide range of benefits arising from the project. For example, one commented that:

> Framing the Future was very cost effective because without it we would still be grappling with Training Packages. Now line managers are able to comment. We took the Training Package apart and analysed them. This raised the confidence of the teachers. Framing the Future opens up the way forward. Without it, we risk being ignorant, scared and frightened, of being scared in the workplace.

CONCLUDING COMMENT

This section on cost effectiveness shows that both ANTA and a majority of participating organisations consider Framing the Future to be highly cost effective, using the simple measure of numbers of participants compared with the costs. Additionally, on closer analysis, both ANTA and participants also value a whole range of other benefits of Framing the Future, such as its 'cascading' effects on other organisational issues such as ongoing staff development, the extension of networks formed during the initial projects and the implementation of Training Packages. The final chapter now considers how even more value can be derived from the program.

How can Framing the Future increase its impact in the future?

This chapter provides a discussion of how the future impacts of Framing the Future could be increased — a requirement of the brief for this study.

SUMMARY

As the NTF is progressively implemented, layers of complexity are revealed and the demands on the Framing the Future program are increasing. In this new environment, Framing the Future's systemic impact may be enhanced if it is strategically repositioned to focus on new priority areas, while also providing the services it has provided in the past. An example of systemic impact is a change to the way staff development is conducted across a State/Territory or a national industry. To increase its systemic impact, the leadership style of Framing the Future might need to be more of the 'captain' style identified by Stace and Dunphy (1998), which is used when 'changes can be implemented on a continuous, relentless basis and the dominant need is to redesign systems' (p128).

Additionally, Framing the Future could increase its impact on VET by further refining its business management processes, particularly in the areas of e-commerce, knowledge management and customer relationship management.

The impact of the program will also be increased if organisations that have received funding for Framing the Future projects are encouraged to 'institutionalise' the model of staff development developed by Framing the Future.

INTRODUCTION

Part of the brief for this study is to identify where Framing the Future is likely to have impacts in the future, including impacts on VET staff development models and impacts on the NTF. Without changing its basic approach to project management, there is a strong likelihood that Framing the Future could continue to have a major impact on the implementation of the NTF. However, there are sound arguments for Framing the Future to modify its strategic position within VET and these arguments are now discussed.

ARGUMENTS FOR AND AGAINST CHANGING THE APPROACH

There are arguments for and against changing the project management, funding and staff development models of Framing the Future. The following table provides a summary of views on this topic, expressed during interviews for this study.

Arguments for no change	Arguments for change
Framing the Future is effective and popular, so why change a winning formula.	The national project manager and staff of Framing the Future may become stale and the staff may depart.
Despite its successes, Framing the Future has so far only affected a minority of potential stakeholders involved with the National Training Framework, so why disband it.	The brand name may become tired.
The implementation of the National Training Framework is only at the beginning, so Framing the Future will be needed more, not less, in the future.	The VET system could leverage off the success of the current model of Framing the Future and gain a higher return from its investment.
Many industries and companies have not yet been influenced by Framing the Future, so keep the same program operating.	Framing the Future has focused on the staff at the coalface who are implementing Training Packages and other aspects of the NTF. It could let others do this now, so that it could target a range of other levels of staff.
	Framing the Future can now begin working directly with many ITABs, the school sector or the Adult and Community Education sector.

Table 9.1

Arguments for and against changing the project management, funding and staff development models of Framing the Future

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The major differences between the two views are that the 'no change' group wants Framing the Future to do more of the same, while the 'change' group wants Framing the Future to be influential in new settings. However, there is common ground between the two sets of proponents. Both groups want Framing the Future to continue to influence the implementation of the NTF. It will be argued later in this chapter that, in the coming period, Framing the Future could accommodate this mixture of continuing with current approaches and developing new ones.

STRATEGICALLY REPOSITIONING FRAMING THE FUTURE

To fully consider whether changes are needed to the Framing the Future program, a review is needed of the program's current and desired strategic position within VET. Some interviewees expressed concern that, unless it changes, Framing the Future could become too focused on operational matters and lose sight of the strategic context:

> Framing the Future shouldn't be in the business of teaching people how to use Training Packages. Framing the Future should be in the business of engaging in the big conceptual shift. (Simon Wallace, ANTA)

Other interviewees were keen for Framing the Future to be used more directly as a change management strategy and to address some of the more complex matters arising from the implementation of the NTF, such as the resistance to some of the concepts underpinning Training Packages. There was also an awareness among some interviewees that the NTF is moving into a new stage of implementation and that the Framing the Future program needs to change as well:

> ANTA needs a strategic approach to the implementation of the National Training Framework. In stage one, Framing the Future was involved with workbased learning projects, developing partnerships with enterprises and developing collegiality.
>
> Stage two is partly a marketing exercise. There is resentment about the Training Packages and the need to reduce learning to competencies. Someone has to negotiate that tension and, at the moment, no-one is picking up the role. Framing the Future could take it up as a strategic position. (Barry Peddle, Director, Illawarra Institute of Technology)

One of the key strategic achievements of Framing the Future to date is the development of strategic alliances. There are new possibilities for the Framing the Future program to engage with a range of stakeholders connected to the NTF, such as schools, employer organisations and unions:

> As Deputy Chair of the TAFE Directors Australia, I see the value of an integrated approach. ANTA could use Framing the Future strategically to help lessen involvement in a hard-core industry approach. Framing the Future could act as a catalyst to help small ACE providers get into the VET game. Framing the Future could achieve more, across a broader sector, value-adding. (Barry Peddle, Director, Illawarra Institute of Technology)

A substantial shift for the program would be to focus on new imperatives. One ANTA official postulated that Framing the Future could be refurbished and its course set in new directions:

> The future for Framing the Future is: rebadged, new content and different context.

This topic of strategically repositioning Framing the Future will continue to be examined throughout this chapter.

INTERVENTION STRATEGY NOT A DEPENDENCY MODEL

A key challenge for Framing the Future is to remain as a targeted intervention strategy with regard to the implementation of the NTF, and not to become a dependency model, where organisations view the program as a constant source of funds for staff development. One interviewee commented:

> Some Institutes don't need more funding. The focus with these organisations should be on self-sustaining groups, without external funding.

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The interviews for this study indicated that while the majority of organisations do take responsibility for funding their own staff development programs in relation to the NTF after their Framing the Future projects conclude, others look to Framing the Future for a continual supply of funds. A new measure of success for the Framing the Future program could be the number of organisations that continue to provide staff development in relation to the NTF after their funded projects conclude. Framing the Future could guide this transition by advocating techniques for developing staff development programs related to the NTF.

Framing the Future could also assist this transferral of skills to new areas, by advocating performance indicators that could be used to measure success. Cummings & Worley (1997) suggest the use of five indicators to determine the extent of an intervention's persistence, or 'institutionalisation', as set out in the following table.

Indicator	Definition
1. Knowledge	The extent to which organisation members have knowledge of the behaviours associated with an intervention.
2. Performance	The degree to which intervention behaviours are actually performed.
3. Preferences	The degree to which organisation members privately accept the organisational changes.
4. Normative consensus	The extent to which organisation members agree about the appropriateness of the organisational changes.
5. Value consensus	The degree of social consensus on values relevant to the organisational changes.

(*adapted from Cummings & Worley, 1997, pp188-9)

Table 9.2

Five separate indicators of the institutionalisation of an intervention*

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To enable Framing the Future to pursue new priorities, the institutionalisation of the principles and practices of the Framing the Future program could become a goal for the program. A role for the management of Framing the Future could be to assist organisations to develop ways of measuring the above five indicators, when the organisations wholly fund their own style of Framing the Future projects. This type of assistance could be part of the new leadership model for Framing the Future, discussed later in this chapter.

The above discussion suggests that Framing the Future could focus more explicitly on engaging with the human resources staff and senior management of organisations, to assist them with developing plans for integrating the Framing the Future model of staff development into their organisations. A measure of success for Framing the Future could be the number of organisations that include their own versions of Framing the Future projects into their organisational strategic plans and into their human resource management plans.

FOCUS ON DIFFERENT ADOPTER CATEGORIES

When innovations such as the NTF are introduced into organisations, the adoption of the innovation is usually uneven amongst the staff. In terms of the individuals that adopt innovations, it would seem that Framing the Future has catered, to date, for the 'champions' and 'early adopters', using the terminology developed by Rogers (1995). The next challenge is to attract the sizeable numbers of staff in the categories of 'early majority' and 'late adopters'. Bob Paton, National MERS ITAB and member of the Framing the Future Reference Group observed:

> Framing the Future is a change process. In the change process, the champions normally emerge early. Now we need to attract the others.

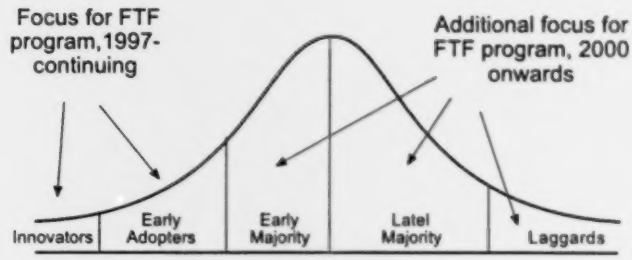
If there are continual and increasing demands on the resources of the Framing the Future program, the prime responsibility for persuading these late 'adopter' groups to implement the NTF could shift to the local organisation, away from the Framing the Future project management staff. In this new relationship, a role for Framing the

Future project management staff could be to provide background support, such as providing a support mechanism for management staff based in VET organisations. The mechanism could include ways for staff to share ideas and experiences about how to engage with the early majority and the late adopters. The hands-on work of persuading staff to change their attitudes would be taken by the managers within the RTO, not Framing the Future personnel.

Another aspect of the two-tiered approach is provided by Bob Paton, Executive Officer, National MERS ITAB, who explains:

> The first round of Framing the Future (1997-99) brought out the champions, some of whom have raced ahead. Framing the Future should be looking at engaging with those that have not had any involvement to date and encouraging the champions to continue.

The following diagram describes these two adopter groups.



Adopter categories (Rogers, 1995)

Diagram 9.1

The two tiers of adopter groups for Framing the Future to manage

The Framing the Future may also wish to link its analysis of its target groups with relevant findings from the current ANTA project, The National Marketing Strategy for Skills and Lifelong Learning.

ARGUMENTS FOR A TWO-TIERED APPROACH

Earlier in this chapter, two points of view about Framing the Future were tabled. One group wants Framing the Future to keep doing what it has always done so well. Another point of view is that Framing the Future could achieve more by moving into new arenas. A compromise position emerging from the above discussion is for Framing the Future to develop a two-tiered approach, where it could:

1. maintain the current approach, by providing ongoing support for project teams
2. develop a new, additional approach, by focusing on strategic priorities.

The arguments for this two-tiered approach include:

- it allows the program to continue to provide its successful formula for success
- it enables the current management to induct others into managing the standard processes (succession planning)
- it provides the Framing the Future program with a fresh, new market edge
- it enables the brand name and associated qualities to be used in new contexts
- it enables ANTA to gain more value from its funding of the program.

The arguments against this two-tiered approach include:

- additional resources may be required
- if the new approaches are less successful than the previous performance of Framing the Future, the brand name may be impaired
- it may put at risk the successful approach used in the past.

The strategic planning for Framing the Future may wish to include consideration of the two-tiered structure described above.

HIGHLIGHTING LEADERSHIP, NOT JUST MANAGEMENT

This report shows that Framing the Future is well positioned to continue to deliver its current services and to deliver a new set of value-added services for ANTA, beyond those already provided. The current staff development model of Framing the Future (see Table 1.3) emphasises management tasks such as funding and overseeing workbased learning projects, maintaining the website, supporting facilitators, providing publications and conducting workshops. The findings from this study indicate that Framing the Future is actively involved in the delivery of more sophisticated professional development services than those captured in Table 1.3, and has been for some time. In particular, the study has shown that Framing the Future has always been involved in change management, systemic change, industry networking and national leadership. For example, Framing the Future used its knowledge of training provider networks for initiatives such as the organisation of the successful Spotlight on the Provider conference held in Sydney in December 1999.

This study shows that Framing the Future has always provided both project management and conceptual leadership, but its leadership role has not been highlighted publicly. Interviewees for this study felt that Framing the Future was being managed very effectively, but that new forms of leadership were needed. The discussion earlier in this chapter included the advice of many interviewees that Framing the Future maintain its strong management framework but also develop an overt leadership role. Drawing on the views of the interviewees, the following table summarises the two sets of actions required to manage and lead Framing the Future, using a framework developed by Stace and Dunphy (1998).

Management	**Leadership**
Planning and budgeting	Establishing direction
Organising and staffing	Aligning people
Controlling and problem solving	Motivating and inspiring
Producing a degree of predictability and order	Producing change

*Adapted from Stace and Dunphy *Beyond the Boundaries* (1998), p128)

Table 9.3

Summary of management and leadership actions required for the Framing the Future program*

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Table 9.3 indicates the differences between leadership and management, showing that management produces a degree of predictability and leadership produces change. An argument developed through this report is that Framing the Future has consistently provided leadership by producing change, through the implementation of the NTF, the development of new provider-industry collaboration and the expansion of staff development. However, this change impact, this leadership, has not been publicised or recognised.

Another argument developed through this report is that an opportunity exists for Framing the Future to increase its impact on the VET sector, by reviewing and promoting its leadership role. The review of Framing the Future's leadership could examine the language, symbols and goals of the program. Earlier in this chapter, interviewees indicated that a re-engineered Framing the Future could use a new leadership model to focus on strategic goals related to the implementation of the NTF. Just what optional leadership styles are available to Framing the Future will be considered below.

NOT A CONSULTANCY APPROACH

Before considering the type of leadership role that may suit Framing the Future, an issue raised by a small number of interviewees needs to be addressed. These interviewees suggested that Framing the Future could develop a consultancy service or approach. One problem with a consultancy model is that it could take the Framing the Future staff away from the program's core business — assisting with the implementation of the NTF. If Framing the Future was providing consultancy services to clients, it would need to attend to the exclusive needs of a small number of paying clients. This could aggravate its traditional client base and jeopardise its core activities. Some interviewees were directly opposed to Framing the Future using a consultancy model:

> Framing the Future needs to take a leadership rather than a consultancy approach.
> (Illawarra Institute of Technology Director, Barry Peddle)

In contrast to the consultancy model, a leadership model enables Framing the Future to satisfy both its funding body, ANTA, and its key stakeholders —VET providers. Given Framing the Future's core business and its stakeholders, a leadership model is more appropriate and will have more impact than a consultancy role.

The following table sets out some features of a consultancy model for Framing the Future, compared with a leadership approach, and demonstrates that the consultancy model would not enable Framing the Future to meet the basic requirement of assisting with the national implementation of the NTF.

Consultancy Model	Leadership Model
Focused on the exclusive needs of paying clients	Focused on the needs of public stakeholders
The consulting work is often confidential and not in the public arena	The leadership work is public and high profile
Focused on individual client's competitive advantages	Focused on meeting stakeholders needs
Focused on providing individual clients with customised strategies	Focused on providing direction and encouraging collaboration

Table 9.4

Brief comparison of a Consultancy Model versus a Leadership Model for Framing the Future

Patently, a consultancy model, as described in Table 9.4, is inappropriate for Framing the Future, given its charter to assist with the implementation of the NTF.

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NEW LEADERSHIP STYLE

The research conducted for this study shows that the leadership style of Framing the Future in the coming years will need to be different from that provided in the start up period of 1997-99. Many interviewees for this study view Framing the Future's leadership style as predominantly of the 'coach' variety, with a degree of the 'charismatic' used in the initial stage of the program in 1997-98, as defined below. The coach role is 'highly interactive and responsive' and involves the active promotion of an 'emerging vision' (Stace and Dunphy, 1998, p128).

With the continued development of Training Packages and the other components of the NTF, the volume of work for the program could increase and the complexities could mount. In this more demanding environment, the leadership of Framing the Future in the coming period will need to be different from that provided in the start-up period of 1997-99 — perhaps more of the 'captain' variety. The 'captain' role involves 'directed interaction' where 'vision is planned' and the leader uses 'positional power' (Stace and Dunphy, 1998, p128).

The style of change and the type of change leadership available to Framing the Future are summarised in the table following, using frameworks provided by Stace and Dunphy (1998). Based on the interviews and other research for this study, Framing the Future could interpret the coming VET environment as requiring a type of leadership best described as a combination of Developmental Transition and Task Focused Transition. If this is the future facing the program, then Framing the Future needs to be provide the Coach-Captain styles of change leadership.

Types of Change	Characteristics of Change Method	Types of Change Leadership	Suitability for Framing the Future Leadership
Charismatic Transformations	Used when radical changes must be implemented quickly, using a consultative approach.	CHARISMATIC: Entrepreneurial and opportunistic vision; personal charisma	Used appropriately in 1997-98. No longer needed.
Developmental Transitions	Used when changes can be implemented on a continuous, relentless basis and when the energy and momentum for change is needed.	COACH: highly interactive and responsive; emerging vision	Main leadership style used in 1997-99. Appropriate to continue in 2000.
Task-focused Transitions	Used when changes can be implemented on a continuous, relentless basis and the dominant need is to redesign systems.	CAPTAIN: directed interaction; vision is planned; uses positional power	This is the new leadership style advocated for Framing the Future, from 2000.
Organisational Turnarounds	Used when radical departure from current strategy is required.	COMMANDER: Directive action; new vision imposed.	This leadership style is inappropriate for Framing the Future.

*Adapted from Stace and Dunphy, *Beyond the Boundaries* (1998), p128)

Table 9.5

Optional Styles of Change Leadership available to Framing the Future*

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The previous discussion argues that Framing the Future needs to adopt a more directive 'captain', leadership style where appropriate, to provide more value-added services in the increasingly complex environment created by the progressive implementation of the NTF. Framing the Future could also maintain its responsive 'coach' style of leadership, to enable it to keep doing what it has done in the past, such as providing the national project management for numerous RTO-based projects.

THREE NEW MANAGEMENT PROCESSES

In addition to developing a new leadership style, and in order to remain cost effective and highly productive and to increase its impact, Framing the Future may wish to expand its use of sophisticated and leading-edge business management processes. For instance, it could investigate the increased use of e-commerce strategies, knowledge management and customer relationship management strategies. It currently uses techniques from these three fields of contemporary business management, but may wish to use them more extensively.

E-commerce

A recent report, *Framing the Future: an e-commerce operation (Mitchell, 1999)*, demonstrated that the management model used in the program has always involved a range of innovative and effective e-commerce processes. E-commerce involves the use of digital information and electronic communication for the delivery of products and services. The e-commerce report shows that Framing the Future is using e-commerce approaches to improve business performance, such as improving its use of existing resources, enhancing its existing services and increasing its marketing reach. The study also indicates that Framing the Future is a model to other bodies within VET as to how the power of digital data and electronic communication can be used to improve performance. Framing the Future's impact in the future may be heightened by the increased use of e-commerce strategies.

Knowledge management

Knowledge management became a popular new term in the 1990s, with the digitisation of much corporate information enabling the easier storage, management and re-bundling of existing data. Using web-based technologies in particular, knowledge management facilitates the formation and strengthening of new forms of networks:

> The information revolution favours and strengthens network forms of organisation, while making life difficult for hierarchical forms... It means that whoever masters the network form stands to gain advantages in the new epoch. (Arquilina and Ron in Applehans et al, 1999, p56)

Framing the Future has an extensive database of project teams' details and project reports and more value may be gained from mining and analysing this data, to better understand the customer base and to identify new services that could be provided. This report shows that Framing the Future has become a valued network for sharing information and influencing practice. Applehans et al (1999) and other specialists advocate that considerable planning be undertaken to ensure that all possible benefits are derived from the implementation of knowledge management strategies.

Customer relationship management

Customer relationship management (CRM) is a new term used in business management to describe an approach that the Framing the Future program excels at, given the results of the various evaluations of the program. Kalakota and Robinson (1999) define CRM as follows:

> CRM is a combination of business process and technology that seeks to understand a company's customers from a multifaceted perspective:Who are they, what do they do, and what do they like? (p110)

This study shows that Framing the Future has effectively used a combination of business management processes such as the provision of workshops and publications and the use of technology such as its website, to deliver ongoing support for project teams. However, Framing the Future could do even more — earlier in this chapter it was argued that Framing the Future could deliberately provide advanced level services to previous participants in Framing the Future projects. Framing the Future would provide additional value to the VET community if it implemented a thorough CRM strategy.

CONCLUDING COMMENT

This chapter emphasises that the ongoing implementation of the NTF will result in increased demands for Framing the Future. In this coming phase, Framing the Future can continue to have a significant impact by adopting a new leadership style on the national stage, based on an ongoing review of its strategic priorities. Additionally, Framing the Future can further refine its sophisticated business management processes, particularly in the areas of e-commerce, knowledge management and customer relationship management. The Framing the Future program can be re-framed, to achieve even more in the future.

Appendix 1
Impacts recorded in previous evaluations

This appendix sets out the findings from previous evaluations of Framing the Future by Field (1998, 1999) and Falk (1999a, 1999b) in relation to outputs and immediate outcomes.

Evaluation Report	Outputs and Immediate Outcomes Identified
1. Field (1998): Evaluation 1997	national network of 194 trained advisers (p5)
	new skills in action learning, coaching and workbased learning for teams (p5)
	skills in planning, development, delivery and assessment (p23)
	skills in how to access information in the future (p23)
	project management skills (p23)
	skills in facilitating learning within groups (p23)
	ability to manage own staff development in future (bottom up approach) (p23)
	website helping VET personnel to develop new skills (p28)
2. Field (1999): Evaluation 1998:	development of variety of sources of advice (p3)
	development of staff development skills (p14)
	implementation of NTF (p14)
	formation of industry partnerships to support training (p15)
	delivery and assessment of national competencies (p15)
	development of an implementation model for assessment (p15)
	development of training plans for leadership (p15)
	assistance for Heads of Studies, to develop a better understanding of the NTF (p15)
	establishment of a networking and mentoring system (p15)
	skills and knowledge relating to NTF (p24)
	new and enhanced commitment to the concept of a learning culture (p27)
	learning and influencing skills (p24)
	information access skills (p24)
	information dissemination skills (p24)
	general project work skills (p24)
	positive feelings and attitudes towards NTF (p38)
	wider distribution of reference material about the NTF (p42)
	familiarisation with the NTF (p43)
	development of new training programs consistent with the NTF (p44)
	inclusion of new topics in staff meetings (p45)
	establishment of a network within and between the training organisations (p45)
	closer links with local industry (p47)
	training in action learning and workplace assessment (p47)
	improved access to WWW (p48)
	commitment to further improvement (p48)

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Evaluation Report	Outputs and Immediate Outcomes Identified
3. Falk: New Things to Measure, New Ways of Measuring, 1999a:	changes in work practices of VET participants and industry VET practitioners (section 1) development of networks (section 3) benefits for industry (section 3) improved collaboration between TAFE/VET and industry (section 3)
4. Falk: Certificate IV Pilot 1999b	meaningful links between on-the-job learning, project outcomes and the course (section 4) additional scaffolding needed for the learning (section 4) enhanced use of Web forum (section 4) incorporating the Certificate into projects (section 4)

Table A1.1

Outputs and immediate outcomes identified in previous evaluations of Framing the Future, by author

The outcomes identified above are mostly incidental results that Field and Falk detected in their various evaluations, as neither evaluator was asked to focus solely on outcomes. In most cases, the identified outcomes were at the level of individual instances, and could not be generalised. Falk, in particular, was not focused on outcomes. Falk's first brief, *Targeted Evaluations of Workbased Learning Projects 1998 (1999a)*, was to undertake 'targeted evaluation' of workbased learning projects:

> The study cannot lay claim to generalisability, since it is not asking questions related to the general perceived success of the projects and course. Rather, it is seeking reasons for and factors contributing to the success or otherwise of the projects and course. (Section 2, 1999a)

Falk's other brief (1999b) was specifically a 'close-up look at the Certificate IV course'.

Nevertheless, Field and Falk did record a number of immediate and a few long-term outcomes in their evaluations. Table A1.2 involves a sorting of the immediate and long-term outcomes into the three categories for this study: individual, group and subsection impacts.

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Impact Category	Immediate and Long-term Outcomes
Impacts on Individuals	skill development and knowledge acquisition
	changes in work practices of VET participants and industry VET practitioners
Impacts on Particular Groups	meaningful links between on-the-job learning, project outcomes and the course
	incorporating the Certificate into projects
	development of networks
	projects have the capacity to be self sustaining
	development of variety of sources of advice
	implementation of NTF
	delivery and assessment of national competencies
	development of an implementation model for assessment
	development of training plans for leadership
	assistance for Heads of Studies, to develop a better understanding of the NTF
	establishment of a networking and mentoring system
	wider distribution of reference material about the NTF
	development of new training programs consistent with the NTF
	inclusion of new topics in staff meetings
	training in action learning and workplace assessment
	commitment to further improvement
	website helping VET personnel to develop new skills
Impacts on Whole Subsections of VET	establishment of a network within and between the training organisations
	closer links with local industry
	national network of 194 trained advisers (by end of 1998)
	benefits for industry
	improved collaboration between TAFE/VET and industry
	formation of industry partnerships to support training

Table A1.2

Immediate and long-term outcomes identified in previous evaluations of Framing the Future, by impact category

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The above list of immediate and long-term outcomes was taken into consideration in this current study. In many cases, the current study provides further substantiation of the outcomes identified by Field and Falk. As the current study is focused solely on impacts or outcomes, the current study reveals additional outcomes and provides more detailed evidence and case studies. The current study also arranges the outcomes into a hierarchy and identifies impacts occurring six-twelve months after the project concludes.

Appendix 2
Definitions of key terms

While some evaluators may prefer to differentiate between outcomes and impacts, in this study, the concept of 'impacts' is used interchangeably with the concept of 'long-term outcomes'. Additionally, a distinction is made between outputs, immediate outcomes and long-term outcomes.

OUTPUTS AND OUTCOMES

The Department of Finance (1994) provides a useful distinction between outputs and outcomes; a distinction that is of relevance to groups, organisations or subsections of VET involved with Framing the Future. Outputs are taken to be the deliverables provided by the project, over which *project management has direct control.* (p9). In this instance, project management is provided by both coordinating staff at an organisation funded for a Framing the Future project, and by the national project management team. The outputs or deliverables might be specific reports produced by an individual project team, or public actions taken by a project team, as a result of participating in a Framing the Future project.

In contrast to outputs, outcomes are taken to be all of the consequences of the project beyond its outputs which the project has on clients and the wider community. *Outcomes are beyond the direct control of the project,* are often delayed or occurring over the long-term, and may be intended or unintended, positive or negative. (Dept of Finance, 1994, p 19). Such long-term outcomes or impacts —beyond the control of the project management, delayed or occurring over a long time, intended or unintended, positive or negative —are the focus of this study.

IMMEDIATE OUTCOMES AND LONG-TERM OUTCOMES/ IMPACTS

We also need to distinguish between immediate outcomes and long-term outcomes or impacts.

- For an individual participant in a Framing the Future project, an immediate outcome may be the learning of a new skill, or the acquisition of knowledge or the development of a new attitude. For the individual, a long-term outcome or impact may be the ongoing use of the new skill in the workplace.
- For a group or an organisation involved in a Framing the Future project, an immediate outcome may be the development of a new organisational procedure. A long-term outcome may be changes to the group's or organisation's values, goals or mission.
- Immediate outcomes for subsections of VET, arising from Framing the Future may be modifications to another national project. A long-term outcome may be a change in a national policy.

Appendix 3
Brief literature review

This study is about the long-term impacts of a staff development program in the VET sector in the late 1990s. Hence, the brief literature review for this study covered two specific topics:

1. the VET context for Framing the Future in 1997- 1999, particularly in terms of the staff development requirements for the implementation of the NTF
2. methodologies for long-term impacts studies of staff develcpment programs, assessing impacts for individuals, groups and subsections of the VET sector.

The first topic — the VET context for F raming the Future — is discussed in Chapter 1. This Appendix focuses on (2): the methodologies for long-term impacts studies of staff development programs. In the discussion, a start is made on developing a framework for identifying long-term impacts of staff development programs in an holistic way, taking into account not only impacts on individuals, but on groups and whole systems.

A MODEL FOR ASSESSING IMPACTS OF STAFF DEVELOPMENT ON INDIVIDUALS

Regarding the impact of training on individuals, Bramley (1996) indicates a potential *sequence of impacts*, from: individual wants to improve; to learning; to changes in concepts, skills and attitudes; to changes in work performance; to changes in organisational effectiveness. Bramley (1996) suggests that it is often difficult for the evaluator to identify step four, 'changes in work performance', as many individuals involved in training only reach step three, changes in concepts, skills and attitudes. It will be important in this study to evaluate to what extent the Framing the Future project has assisted the individual to reach steps four and five.

Bramley (1996) is uncomfortable with such an individual training impact model, as it focuses on the solo player — the individual worker. He suggests that "attempts to change parts of organisations by using models like this have a 'long history of theoretical inadequacy and practical failure'." (p36) He explains why:

> The logic of this approach is that, as organisations are made up of individuals, it must be possible to change organisations by changing the members. This is, however, a great simplification of organisational reality. (p36)

Bramley (1996) argues that even if the individual changes, he or she may not be able to change organisational factors, such as the organisation's objectives, priorities and policies. (p36)

In order to address Bramley's concerns, during this study of the impacts of Framing the Future on individuals, the question will be asked as to whether the individual was able to transfer to the workplace, the knowledge, attitudes or skills learnt during the Framing the Future project. If it transpires that the skills were used in the workplace, the next question will also be asked as to whether this transfer of learning affected the organisation's effectiveness. If it transpires that the organisation was affected, the question will be asked as to what assisted this organisational impact. A possible cause of the organisational impact of training such as Framing the Future include the collaborative, workbased learning methodology, that links the individuals' learning with the groups' learning and with the organisations' development (see Carter and Gribble, 1991). Other contributing factors of organisational impact of Framing the Future could be individuals' awareness of the need to develop new skills, knowledge and attitudes; and the organisation's supportive attitude to such skill development.

The issue of whether factors internal to the organisation or external to the organisation strongly influenced the design of the survey instrument for this study.

A MODEL FOR ASSESSING THE IMPACTS OF STAFF DEVELOPMENT ON ORGANISATIONS

Regarding the impact of Framing the Future on groups, Bramley goes beyond the limitations of the individual training model to provide a model that focuses more deliberately on organisational outcomes. This model connects the organisation's needs with the provision of training and the development of knowledge, skills and attitudes (KSAs) and with organisational performance.

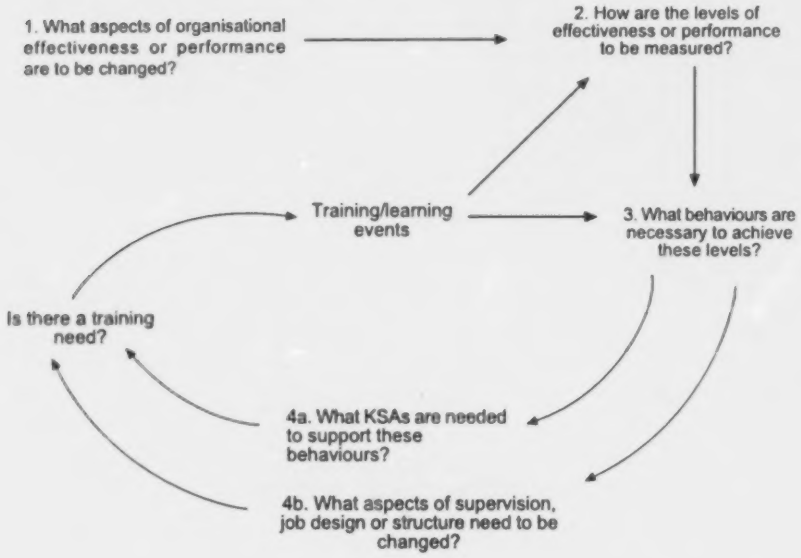
1. What aspects of organisational effectiveness or performance are to be changed?
2. How are the levels of effectiveness or performance to be measured?
Training/learning events
3. What behaviours are necessary to achieve these levels?
Is there a training need?
4a. What KSAs are needed to support these behaviours?
4b. What aspects of supervision, job design or structure need to be changed?

Diagram A3.1

Increased effectiveness model, from Bramley (1996, p38)

Bramley (1996) is much more comfortable with this complex model than he is with the simplicity of the 'Individual training impact model'. This 'Increased effectiveness model' focuses on improving effectiveness as a result of training, not on training individuals. The 'effectiveness' model can accommodate the different outcomes of training for each individual, but links all the learning that has occurred in the group to the organisational benefits.

Key concepts from both of Bramley's models were used as reference points during this study, to organise some of the evaluation of Framing the Future's impacts on individuals, groups and their organisations.

A STAKEHOLDER APPROACH TO STRATEGIC STAFF DEVELOPMENT

With regard to the impact of Framing the Future on groups, Mabey et al (1998) view organisations as consisting of 'specific stakeholder groups each with their own predispositions, priorities and degree of proactivity'. This stakeholder perspective has considerable relevance to this long-term impacts study as it is a reminder of the number of stakeholders in Framing the Future and the range of internal and external factors that can affect a Framing the Future project. Mabey et al explain:

> Each group of stakeholders will have a different interest in, influence over and ownership of, training and development strategies and outcomes. (Mabey et al, 1998, pp380-1)

Mabey et al alert us to the different perspective of each major stakeholder group, in relation to a professional development activity such as Framing the Future. This perspective is a useful reference point for the long-term impacts study, as it indicates the many forces that impact upon groups and their training. It is also a reminder that Framing the Future is but one of a number of factors that might change behaviours and affect organisational performance.

A MODEL FOR ASSESSING THE IMPACTS OF STAFF DEVELOPMENT ON SUBSECTIONS OF SYSTEMS

A focus on the impact of Framing the Future on whole subsections of the VET system is an unusual but important dimension of this evaluation. It is unusual in the sense that this subsection perspective is rarely considered, with most evaluations focusing only on the participants and their organisation. It is an important perspective in that it may reveal added value of Framing the Future that might be overlooked in a conventional evaluation.

In considering the impact of Framing the Future on whole subsections, the famous Kirkpatrick (1959) four-level model of evaluation is a useful starting point. Kirkpatrick identified four levels of evaluation, as set out in Table A3.1.

Level	Criteria
1. Reaction	How much did the participants enjoy the program?
2. Learning	What skills or knowledge were developed during the program?
3. Behaviour	What improvement in job performance occurred as a result of the training program?
4. Results	How has organisational performance changed as a result of the training?

Table A3.1

Kirkpatrick's (1959) four levels of evaluation, beginning at the basic level of 'reaction'

As Smith (1998) observes, the 'results' level is the most difficult at which to attempt evaluation, as performance at the organisational level is determined by a variety of factors:

> training may only be a very small part of the overall pattern of causality at this level. It is also, of course, the level of evaluation which most interests decision-makers in the organisation. (p200)

If it is difficult to identify the extent to which training impacts upon an organisation, it will be even more difficult to identify the extent to which training impacts upon a subsection of VET. Smith's comments are an indication of the difficulty of separating the impact of Framing the Future from the impact of other variables on a subsection of VET. In the methodology used for this project, this problem was addressed by asking interviewees and survey respondents to rate the degree to which Framing the Future impacted upon VET subsections.

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SUMMARY

This brief review of the literature on evaluating staff development programs involved the examination of four models.

The review began with an analysis of a basic model (Bramley, 1996) for assessing the impact of training on an individual. Some concerns about the limitations of this model were expressed.

Secondly, the review focused on a model (Bramley, 1996) for assessing the impact of staff development on a group or organisation. The model took into account a range of complex factors, such as the levels of effectiveness to be measured, the behaviours necessary to achieve these levels and the skills, knowledge and attitudes necessary to support these behaviours.

Thirdly, the literature review involved a consideration of a stakeholder model (Mabey et al, 1998), that was a reminder that Framing the Future is but one of a number of internal and external factors that might change behaviours and affect organisational performance.

Finally, the literature review provided a four-stage model of evaluation (Kirkpatrick, 1959), which pointed beyond changes in behaviour to the results from a program, as an indication of where the focus needs to be, in relation to assessing the impacts of Framing the Future on subsections of VET. The theories underpinning the above four models influenced the field research for this study of Framing the Future.

Appendix 4
Evaluation methodology

In the previous Appendix, a number of the conceptual models that influenced the research methodology for this study were discussed. This Appendix provides key definitions that informed the methodology, as well as details of methodological strategies for this long-term impacts study. This methodology statement was prepared before the field work was undertaken, so the future tense is used throughout.

WAYS OF MEASURING LONG-TERM IMPACTS

It is important to be clear about what is an impact study and what methodologies are appropriate for such a study. Impact studies are one of the types of 'evaluation of effectiveness' (Department of Finance, p10, 1994). Evaluations of effectiveness are sometimes called 'impact evaluations' or 'outcomes evaluations'. Effectiveness is defined as the extent to which a program's outcomes achieve (or exceed) its stated objectives. Hence we view this impacts study as a study of the effectiveness of Framing the Future, and the extent to which its outcomes achieve (or exceed) its stated objectives.

Evaluating effectiveness (Dept of Finance, 1994, p10) is also concerned with:

- *measuring the factors* affecting achievement of objectives. (This measurement is the basis of this long-term impacts study and was achieved through the use of a set of questions within the study's survey form.)

- *establishing cause-effect* interpretations as to whether the outcomes were caused by the program or by external factors. (This distinction is a critical issue in this study, as a number of factors, not just Framing the Future, may have brought about change. Cause and effect questions were asked both in the study's survey form and in the interviews.)
- identifying whether there are *unanticipated outcomes* which are contributing to the achievement of objectives or impacting negatively on clients. (It is important that this study identify the range of unanticipated outcomes of Framing the Future. Unanticipated outcomes were identified from responses to both the study's survey form and from the interviews.)

Effectiveness or impact evaluations can only be undertaken when it is reasonable to expect that "outcomes should be being achieved, which may be later in the life of the program or even after the program has been completed". (Dept of Finance, 1994, p10). Hence, we focused particularly, but not exclusively, on the 1997 and 1998 Framing the Future projects, in this long-term impacts study.

Long-term impacts of a project like Framing the Future are beyond the direct control of the Framing the Future national project team. The impacts may be delayed or still emerging some years after an individual workbased learning project concludes. The impacts may also be intended or unintended, positive or negative. Concepts such as *delayed and intended and unintended impacts* will be used to analyse the data that emerges from this study. We will also seek to find any instances where Framing the Future may have had a negative impact and to understand what factors may have contributed to this result.

Evaluating effectiveness can be complicated if the project's objectives have been set at an unrealistic or unattainable level, so Framing the Future's objectives will need to be addressed in this study.

Spirals of impacts will also be tracked. For instance, it may transpire that the extent of some initial impacts may have increased in importance with the passage of time. Organisations that hosted a Framing the Future project in 1997 may have developed an increasingly sophisticated response to the NTF during 1998 and 1999. Facilitators of 1997 projects may have become expert advisers to new facilitators in 1998 and 1999. Framing the Future may have contributed to the development of value added 'organisational learning' over the period from 1997-99.

There will be many impacts of Framing the Future and it will be important to sort them into a meaningful order. In the impacts study we will identify a *hierarchy of impacts*, with the highest level of impacts being the outcomes of the whole Framing the Future project. Lower level impacts are those that are most closely related to the processes used within Framing the Future. Lower level impacts must be achieved in order to achieve higher order impacts. The study will identify both lower and higher level impacts.

CRITERIA FOR ASSESSING IMPACTS, DATA REQUIRED AND JUDGMENTS POSSIBLE

It is important to be clear about where this evaluation fits with the other evaluations of Framing the Future. The following Table A4.1 illustrates how this evaluation takes up where the evaluations by Field (1997,98) and Falk (1999) finished.

In relation to the methodology for this impacts study, the table also provides *the criteria we will use* for assessing the impact of Framing the Future at the individual, group and subsystem levels. The table identifies *the data* we will seek and the *judgments* that will be possible, based on the data. This clarity about criteria, data and judgments is essential for an effective evaluation of Framing the Future.

Stage of Framing the Future projects	**Criteria for assessing the Impacts of Framing the Future**	**Data needed by the Evaluator and Judgements possible against the Criteria**
Stage 1: Goal Setting and Needs Analysis Stage	Evaluated by Field (1998, 1999)	Evaluated by Field (1998, 1999)
Stage 2: Project Design Stage	Evaluated by Field (1998, 1999)	Evaluated by Field (1998, 1999)
Stage 3: Implementation and Operation of Framing the Future Projects Stage	Evaluated by Field (1998, 1999), Falk (1999a, 1999b)	Evaluated by Field (1998, 1999), Falk (1999a, 1999b)
Stage 4: Immediate Outcomes Stage	Evaluated by Field (1998, 1999), Falk (1999a, 1999b)	Evaluated by Field (1998, 1999), Falk (1999a, 1999b)
Stage 5: Endurance and Application of Immediate Outcomes for Individuals and Groups/Organisations Stage	New skills, knowledge and attitudes (SKA) endure long enough to be applied in the workplace. Unanticipated SKAs are compatible with organisational values and goals.	*Data* about the endurance of the SKAs. *Data* about unanticipated SKA usages and judgments of suitability.

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Stage of Framing the Future projects	Criteria for assessing the Impacts of Framing the Future	Data needed by the Evaluator and Judgements possible against the Criteria
Stage 6: Impact on Groups/ Organisations Stage	Intended organisational benefits are achieved at satisfactory levels. Unexpected organisational impacts are compatible with organisational values and goals. The worth of all organisation impacts is equal to or greater than Framing the Future s costs.	*Data* about actual group/ organisational impacts. *Judgments* of suitability of impacts. *Data* about costs and value of Framing the Future organisational impacts. *Judgments* of cost effectiveness of Framing the Future project.
Stage 7: Impact on Subsections of the VET System Stage	Intended benefits are achieved in VET system. Unexpected benefits are achieved in VET system. The worth of all VET impacts is equal to or greater than Framing the Future s costs.	*Data* about actual VET system impacts. *Judgments* of suitability of impacts. *Data* about costs and value of Framing the Future's VET system impacts. *Judgments* of national cost effectiveness of Framing the Future project.

Table A4.1

Criteria, data and judgments in relation to evaluating Framing the Future's impacts (adapted from Brinkerhof, 1987)

The above table provides a framework for the criteria, data and judgments for the long-term impacts study. It also provided a useful mechanism for discussing the methodology with the Framing the Future Project Manager, during the impacts study.

QUALITATIVE AND QUANTITATIVE METHODOLOGIES

The specific quantitative and qualitative methodologies that will be used in the long-term impacts study are set out in Table A4.2 below. The methodologies include literature reviews, surveys, interviews and case studies. It is necessary to use this wide range of methodologies due to the volume and variety of Framing the Future projects over the period 1997-99.

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Stage	Evaluation Methodologies
Stage 5: Endurance and Application of Immediate Outcomes for Individuals and Groups	1. Discussions with Framing the Future and ANTA personnel; reading of a sample of the reports from WBL teams; reference to previous evaluations by Field and Falk; reading of other Framing the Future documentation. 2. Email survey (of a sample of participants; same sample as stage 5) 3. Telephone interviews (with participants, representing all States and Territories) 4. Case studies of three Framing the Future stakeholders (eg. representative manager, employee, teacher)
Stage 6: Impacts on Groups/ Organisation	5. Discussions with Framing the Future and ANTA personnel; reading of a sample of the reports from WBL teams; reference to previous evaluations; reading of other Framing the Future documentation. 6. Email survey (of a sample of participants; same sample as stage 5) 7. Telephone interviews (same group as stage 5) Case studies of three groups
Stage 7: Impacts on Subsections of the VET system	8. Discussions with Framing the Future and ANTA personnel 9. Interviews (with representatives of industry associations, RTOs, ANTA personnel, other ANTA projects) 10. Document reviews (eg industry association documents; ANTA reports; LearnScope reports) 11. Cost effectiveness analyses of Framing the Future's impacts on two VET subsections.

*The numbers of survey recipients, interviews, case studies and site visits listed in Table 2 above are indicative only, and were subject to negotiation with the Project Manager.

Table A4.2

Evaluation Methodologies for the Long-Term Impacts Study

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FACTORS THAT MAY HAVE AFFECTED THE IMPACTS OF FRAMING THE FUTURE

One of the key tasks for the evaluator is to measure the factors affecting achievement of objectives. Based on other research, set out below are some initial ideas about possible factors that may have affected the achievement of Framing the Future's objectives, 1997-99.

1. Factors regarding the individual participants

1. Need for knowledge about NTF
2. Use of flexible project methods
3. Size of group
4. Composition of group
5. Time off from normal duties
6. Time of year
7. Mentors
8. Facilitators
9. Workshops with national Project Management Team
10. Planning
11. Workbased learning
12. Website
13. Self-evaluation
14. Funding

2. Factors regarding the group and the organisation

1. Need for knowledge about NTF
2. Objectives of the organisation
3. Appreciation of industry benefits of NTF
4. Project guidelines and proformas
5. Certificate IV in Frontline Training (Action Learning)
6. Previous experience of members of the team in workbased learning
7. Previous SKA of members of team in relation to the NTF

8. Previous experience of the team facilitator
9. Self-evaluation
10. Project Management Team's customer service, professional guidance, marketing, information dissemination, links to ANTA, efficient administration
11. Reporting process
12. FTF Publications
13. Formal and Informal Networking
14. Adviser training.

3. Factors regarding the subsection

1. Need to link subsection to NTF
2. Networking
3. Imperative that NTF is supported
4. Relationship between FTF, ANTA, industry and NTF
5. Marketing of FTF
6. Customer service of FTF.

It is important to note that some of these variables are related to Framing the Future (eg the amount of funding) and some concern the nature of the organisation (eg, the time of the year).

SUMMARY

The survey and interview instruments for this study need to accommodate the variables listed above. The instruments need also to provide data for the Stages 4-7 in Table A4.1 above. Finally, the instruments need to:

- *measure the factors* affecting achievement of objectives;
- *establish cause-effect* interpretations as to whether the outcomes were caused by the program or by external factors
- identify whether there are *unanticipated outcomes* which are contributing to the achievement of objectives or impacting negatively on clients.

Appendix 5
Interviewees

Interviews were conducted with the following personnel:

Amal Provan, WRAPS, ITAB Inc, (TAS)

Amelia Mosquera-Pardo, Transport and Storage ITC, (WA)

Angelo Portelli, Gippsland Institute of TAFE

Anthony Tyrrel, Canberra Institute of Technology

Antoine Barnaart, Northern Territory University

Barry Peddle, Illawarra Institute of Technology

Bernadette Harris, Harris Bromley, (NSW)

Bob Mulcahy, Transport and Distribution ITAB, (TAS)

Bob Paton, MERS ITAB

Brian Cramond, Framing the Future

Christoper Calvert, Transport and Distribution Training Australia

Diana Hartley, Department of Training and Employment, WA

Drew Thomas, DETE (SA)

Elizabeth Dau, Regency Institute of TAFE (SA)

Geoff Baker, MERS ITAB (QLD)

Hugh Guthrie, National Centre for Vocational Education and Training (SA)

Ian Gribble, Office of Post Compulsory Education and Training (VIC)

Jeanette John, Ford Motor Company (VIC)

Jennifer Gilbert, Food Industry ITB (VIC)

Jennifer Hartnett, Western Sydney Institute of TAFE

Josephine Murray, Pelion Pty Ltd, (TAS)

John Smith, Canberra Institute of Technology (ACT)

Judy Gallagher, Brisbane Institute of TAFE (QLD)

Kirsten Bailey, TAFE Tasmania

Lesley Johnson, ANTA

Lyn Pearman, South East Metropolitan College of TAFE, (WA)

Marilyn Hart, Sydney Institute of Technology (NSW)

Maurice McCann, Transport and Distribution ITC (WA)

Merelyn Traenor, Western Institute of TAFE (NSW)

Miriam Daley, DETE (SA)

Moira Watson, West Coast College of TAFE, (WA)

Patrick Gavaghan, Chubb Fire

Paul Byrne, ANTA

Paul Kearney, Enterprise Design Associates, (TAS)

Pene Davey, Douglas Mawson Institute of TAFE (SA)

Peter Roebig, Construction Training ITAB, (QLD)

Ron Pearce, Wide Bay Institute of TAFE

Sharon Coates, ANTA

Simon Wallace, ANTA

Sue Edmonds, Western Sydney Institute of TAFE

Sue Woodwood, National ALMITAB

Susan Young, Framing the Future

- The evaluator also spoke to many of the 51 respondents to the survey, but these respondents were assured that their identities would remain confidential.

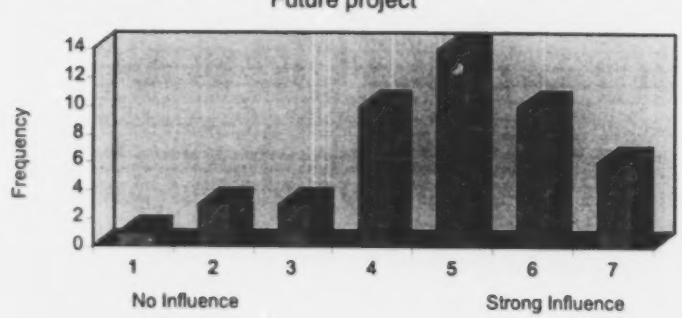
Appendix 6
Ranking each of the factors affecting the impacts of Framing the Future

Section B of the survey form asked respondents to provide a ranking from 1-7 for twelve different factors that may have influenced the impacts of Framing the Future. The use of the seven-point Likert Scale also enabled the measurement of the influence of each of the twelve factors.

FACTOR NO. 1

This graph shows that, for most project teams, the quality of the processes used in the Framing the Future project provided a key to achieving long-term impacts.

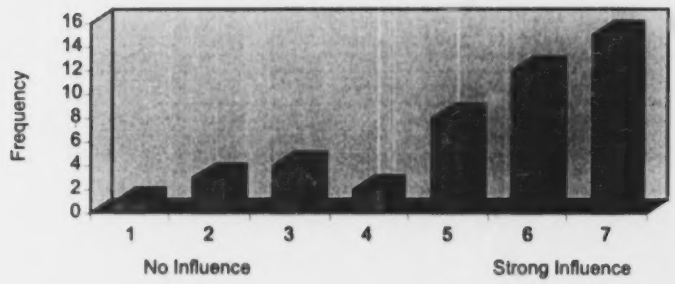
1. The quality of the processes we used in our Framing the Future project



FACTOR NO. 2

This histogram shows that the ongoing need for knowledge about the NTF was a very significant influence in achieving long-term impacts from the Framing the Future project: more significant than, say, the processes used during the project.

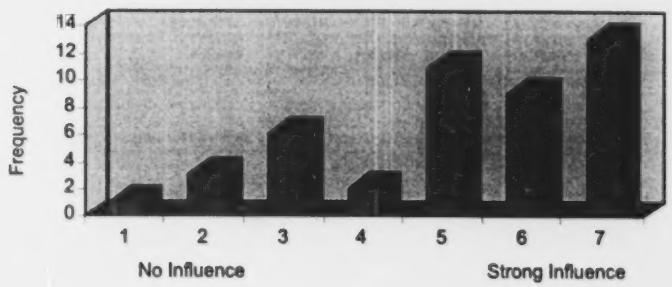
2. Our organisation's ongoing need for knowledge about the National Training Framework



FACTOR NO. 3

The next graph shows that having organisational objectives that are compatible with the NTF has a significant bearing on the long-term impacts of Framing the Future.

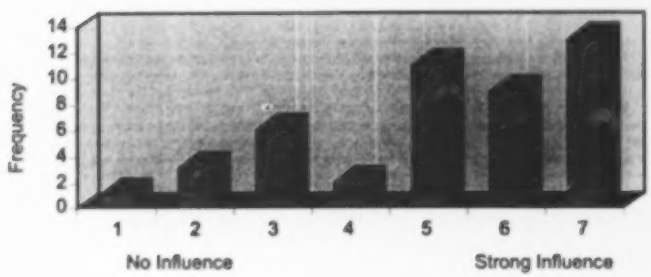
3. The compatibility of the objectives of our organisation with the National Training Framework



FACTOR NO. 4

This graph notes the important influence of the organisation's culture in affecting the long-term impacts of Framing the Future.

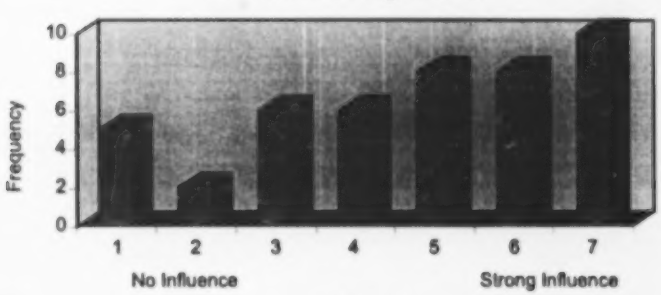
4. The culture of our organisation



FACTOR NO. 5

This graph shows that the influence of the staff development or human resource (HR) unit varied greatly. There may be a number of reasons for the low results, from 1-4: some organisations did not have staff development or HR units; or these sections were not involved in the Framing the Future program. Nevertheless, most respondents ranked this factor from 5-7, ie a high level of influence, showing that units internal to the organisation are major influences over the long-term impact of Framing the Future.

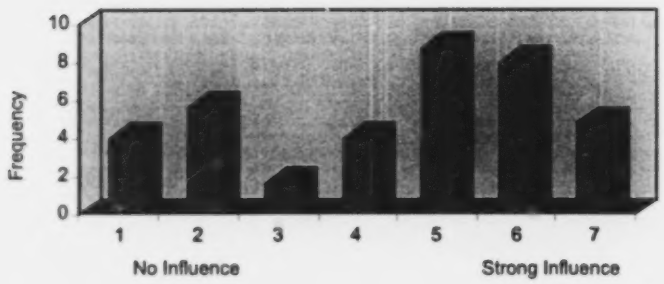
5. The activities of the staff development or human resource unit within our organisation



FACTOR NO. 6

It is interesting to note that the leadership within the organisation is ranked more highly than the culture of the organisation, as a factor affecting the long-term impacts of Framing the Future.

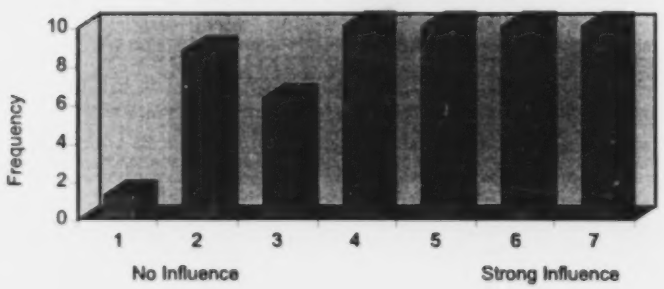
6. The leadership within our organisation



FACTOR NO. 7

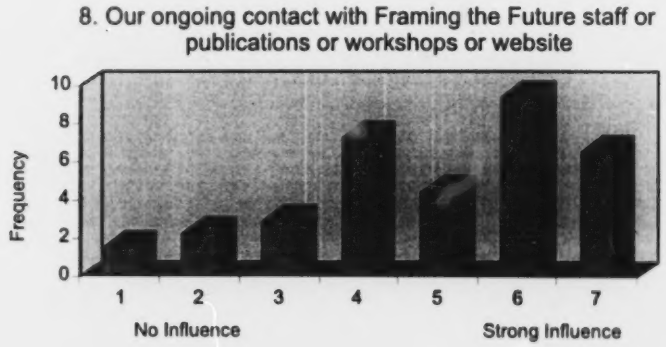
This graph shows that, in a majority of organisations, the appreciation of the industry benefits of the NTF did affect the long-term impacts of Framing the Future.

7. Our organisation's appreciation of the industry benefits of the National Training Framework



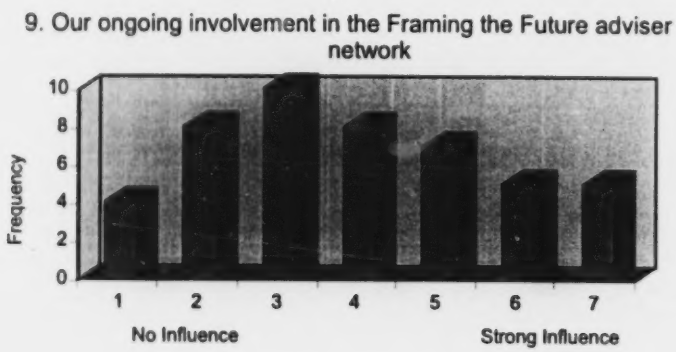
FACTOR NO. 8

The ongoing contact with Framing the Future staff was a significant factor in assisting the long-term impacts. This is an endorsement of the strategies used by Framing the Future Project Management Team to provide ongoing services to previously funded project teams.



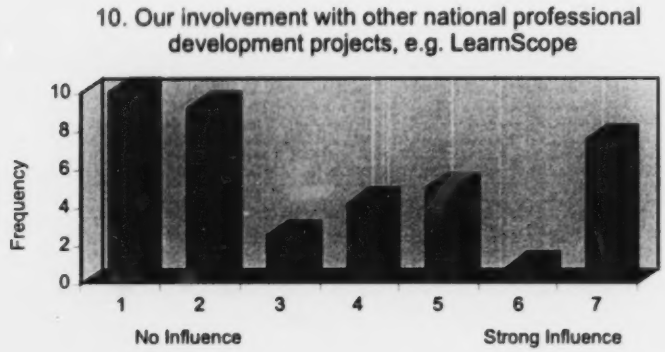
FACTOR NO. 9

This result is expected, as the adviser network was found to be less than satisfactory by Field (1999) and was discontinued.



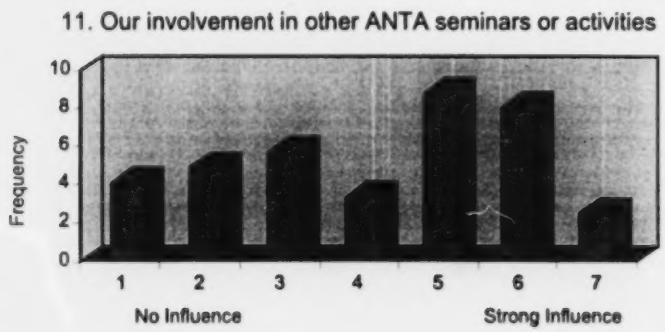
FACTOR NO. 10

This result can be explained, in part, by the likelihood that many project managers did not have involvement in LearnScope and other national projects. The result may also indicate that the respondents may see little overlap between LearnScope and Framing the Future.



FACTOR NO. 11

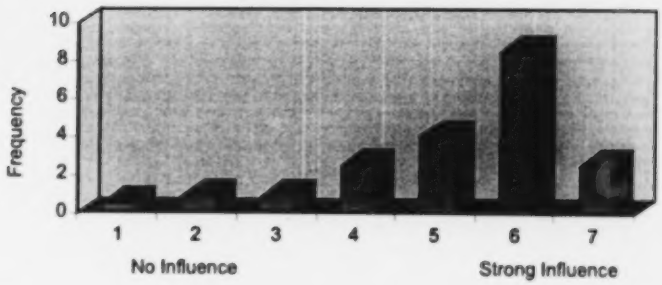
This graph suggests that ANTA activities reinforce the benefits of undertaking a Framing the Future project.



FACTOR NO. 12

This result shows the value of networking that commenced during the Framing the Future project, for the majority of respondents.

12. The formal and informal networking that started during our Framing the Future project



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Appendix 7
Additional qualitative data from the Survey

This Appendix contains a summary and analysis of the written responses of the 51 different project managers of Framing the Future projects in 1997-98, in response to a number of open-ended questions, not already covered in the body of this report.

WHAT UNANTICIPATED OUTCOMES EVENTUATED?

The unanticipated impacts can be divided into two positive sets of impacts and one negative. The positive impacts were:

- the understanding of Training Package implementation
- collaboration, networking and staff development.

The negative impacts included some disappointments, difficulties and resistance to change.

Unanticipated impacts	Respondents' Comments
Positive: Understanding of Training Package implementation	Participants prepared a flow chart showing how to implement Training Packages in the workplace and identified a number of key issues that need to be addressed.
	The unanticipated influence of traineeship funding and the consequent uptake of the package.
	The level of understanding was increased hugely.
	TAFESA administrators developed solutions to administrative issues.
	More widespread awareness - both of the purpose of this project and the action learning strategy.
	The REAL commitment that staff had to implementation of Training Packages after having gone through this process...
	The eagerness of the lecturers to take on the classes being taught to the new training package.
Positive: Collaboration, networking and staff development	A strong commitment by staff to work and learn together in the workplace.
	Knowledge on the grapevine about the project and requests for information from other interested parties.
	Connections with other public/private RTOs which has continued for a range of reasons not necessarily connected to Framing the Future.
	Numbers who participated in the first project were staggering.
	A readiness by industry to accept the responsibility of providing feedback on Training Package competencies.
	Spreading of networks through support by the industry associations.
	Degree of staff development and team cohesiveness.
	I was asked to go to SA to address a group of Framing the Future participants because of interest in our project.
	Staff who participated being perceived as specialists in relation to all matters relating to Training Packages.
	A partnership in training on-the-job.

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Unanticipated impacts	Respondents' Comments
	The reluctance and hesitation did not always eventuate from the sources that were identified as most likely. Leadership skill became apparent from staff across the Institute as the drivers of the changes required.
	The pooling of expertise available to train and assess according to organisational requirements.
	I think that spreading the word on the FTF website was unanticipated.
	NTF training for existing staff, at businesses' expense.
	Ongoing dialogue between groups of staff involved at the time. A greater (this is not concrete researched data) apparent cohesiveness of some segments of staff.
	Far greater support from industry than expected.
	The team were all successful in applying for promotion positions in a range of area. One has gone on to do action learning facilitator Grad.Cert.. Networking. Big picture of NSWTAFE and processes within.
	A different group of staff applied, successfully, to undertake a similar project in 1999. So the action learning approach spread further within the organisation.
	Clearer view of what staff development was needed to implement the Administration Training Package.
	...The fact that the process of learning was sufficient as an outcome to secure this funding allowed us to really support people without worrying about achieving a business result in a short period of time. You could focus on the people.
Negative impacts	*The negative impacts are discussed in chapter 8 of the report.*

Table A7.1
Unanticipated impacts

The majority of respondents recorded positive 'unanticipated impacts'. The negative 'unanticipated impacts' such as some staff resistance and the need for ongoing organisational support are not surprising.

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WHAT FACTORS MOST ASSISTED YOUR ORGANISATION IN ACHIEVING THE OUTCOMES?

Two major sets of factors assisted organisations to achieve their outcomes:

- The Framing the Future staff development model and funding model
- The participants' and their organisations' goodwill, commitment, skill and effort.

This finding is an encouraging result first, for Framing the Future and its staff development model. The model, as discussed earlier, contains many features, most noticeably the use of workbased learning approaches, including the use of facilitators and the cycle of planning, acting, observing and reflecting. The model also involves the support of the local facilitator by the national Project Management Team. This support continues during the project through the use of workshops, publications and the website.

This finding is a credit to the professionalism and commitment of the many participating organisations. The goodwill of staff, the skills of the facilitator and the support of management are critical success factors.

This finding reinforces the point that optimum results from Framing the Future projects come from a constructive partnership between the national Project Management Team and the participating organisations. The data also suggests that the participating organisations need to have skilled facilitators and a positive attitude to the NTF.

Factors assisting the organisation to achieve its outcomes	Respondents' Comments
Staff development model and funding model	The opportunity, through Framing the Future, to stop, consider issues and learn together.
	The half funding of the project to enable the project to be managed
	and facilitated. Dedication of facilitators in delivering, coaching and follow up of participants concerns and issues.
	Quality of guest facilitators...
	Selection of the people on the learning sets.
	Connection to daily work activities.
	Time release given to staff.
	The facilitation.
	Committed staff ie learning set. Strong Project Management Leadership/ facilitation.
	A sequenced and continuous approach over a few months was good.
	Assistance and involvement of the Framing the Future staff.
	Facilitation/structured meetings.
	The Framing the Future team – 100% support and you always get feedback if you ask – This is rare with funding bodies. The tender process – feedback on a concept proposal is invaluable. The workshops for the facilitators at the start of the projects. I have had two staff members attend and both find them invaluable.
	FTF provided an opportunity and a focus for conducting staff development in NTF which was long overdue.
	Across-Institute input, advice and information from outside language, literacy, numeracy consultant from Victoria, networks established, weekly facilitation.
	Excellent facilitation.
	The huge amount of support from the FTF team in SA.
	Funding to allow for meeting, expert input, action learning facilitator.
	Good organising committee. Good support materials from FTF, timely delivery, great access to ordering system. FTF Website. (Gets ongoing use) Links to other sites eg NTIS.
	Time out to talk about the issues a luxury these days that is not commonly available. This is partly because of funding issues and partly because it is difficult for industry based teachers to find common time to get together.
	Availability of easily accessible "expert" advice.

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Factors assisting the organisation to achieve its outcomes	Respondents' Comments
	The ability to dissect the competencies, match them to previous modules so that we could get a handle on the level of skills, the content and the time necessary to teach the competencies.
	The absolutely fantastic... PROMPT appropriate timely proactive and reactive help assistance advice etc most especially from Susan Young and also Brian Cramond... well backed by the office team. Team doggedness and persistence. Creativity. Sense of Humour. Realising that all needed and had down times and times in which they could support others in their down times.
	Time devoted to the project – which enabled all staff to work together. Cross agency learning.
Participants' and organisations' goodwill, commitment, skill and effort	Goodwill of the staff. Goodwill of the teachers, time and effort put into the live research and writing up the results.
	Persistence on behalf of ITC Project Manager to make it happen and produce a win/win scenario for all parties.
	...enthusiasm of staff to attend/participate.
	Funding. Our organisation's knowledge of the National Training Framework and action learning. Our organisation's contacts with industry.
	The preparedness of staff to participate.
	Support from managers in releasing staff. Staff commitment to making external links. Focus group networks.
	The cooperation between participants. The quality of the Package. The timing of the project.
	College and program manager commitment to supporting only FTF projects.
	Support of management.
	Cooperation of most members.
	The cooperation of most participants and the strong support given to the project by the Director, TAFE and other senior management people.
	Willingness of staff to persist.

Table A7.2

Factors assisting the organisation achieve its outcomes

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ANY OTHER COMMENTS

Survey respondents were invited to make any other comments. The responses can be categorised as of two types: a wish that more funding be provided, and praise for the program.

Any other comments	Respondents' Comments
Wish for more funding	More continuous support over the next few years in the regions would be good.
	I have now facilitated two FTF projects and worked with three others and I think the process works well. However, I would like to see more flexibility in what the funding could be used for.
	There is a real need to include coordinator time in the budget. None of us has the time to take on such a thing as an extra.
	This ITB would strongly support the continuation of the FTF network and its associated funding.
	It took a relatively long time for the group to work as a cohesive unit as not all the participants were paid by their organisation to attend and these teachers rightly felt somewhat put out. Interestingly, they were casual TAFE teachers!
Positive professional experience	Would not be as advanced in embracing the National Training Framework if we had not undertaken the FTF project.
	A useful way of approaching staff development – much more long-term than workshops – provided deep understanding and enhanced collaboration. Need staff release for success.
	The Framing The Future Team, lead by Susan Young, is one of the most professional supportive and approachable teams I have had the pleasure of working with.
	A great experience all round.
	It was good to work with FTF. It was a very positive experience.
	Projects are the only way to keep up to date and to ensure most current staff and industry needs and are met. Worthwhile effort.
	It is a worthwhile program and should remain broad in its scope.
	I believe the Framing the Future team are leading the way as customer focused and friendly funding body with a 'can do' attitude. These projects have made a significant impact on our implementation of Training Packages.

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Any other comments	Respondents' Comments
	The impact of Framing the Future has grown incredibly with the opportunity to continue this year on the theme of 1998 in terms of delivery and strengthened industry partnerships.
	The need for further funding of this kind is essential for the well being of the VET system. There is also a huge number of VET staff and industry personal that require urgent staff development activities to move them from the old VET system to the present system. Awareness/information sessions would be an ideal method for encouraging them to get more involved in staff development. Excellent project – Well done.
	It was a terrific experience and we have backed up several times.

Table A7.3

Any other comments

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Appendix 8
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